



Andragoški center Republike Slovenije  
Slovenian Institute for Adult Education



REPUBLIKA SLOVENIJA  
MINISTRSTVO ZA IZOBRAŽEVANJE,  
ZNANOST IN ŠPORT

# RESOLUCIJA

o nacionalnem programu izobraževanja  
odraslih v Republiki Sloveniji za obdobje  
2022–2030 (ReNPIO22–30)





# **RESOLUCIJA**

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2022–2030 (ReNPIO22–30)

Oktober 2022

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znanost in šport



### Opremimo se z znanjem

Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2022-2030 (ReNPIO 2022-2030) usmerja politiko izobraževanja odraslih na državni ravni in prispeva k načrtnemu urejanju področja, vključno s stalnim financiranjem in določanjem ukrepov oziroma vsebinskih nalog za razvoj izobraževanja odraslih v državi. Cilji, zapisani v resoluciji, so: povečati vključenost odraslih v vseživljenjsko učenje, zvišati raven temeljnih zmožnosti in izboljšati splošno izobraženost odraslih, zvišati izobrazbeno raven odraslih, povečati usposobljenost prebivalstva za uspešno odzivanje na potrebe trga dela, okrepiti razvoj in raziskave ter izboljšati in okrepiti dejavnosti na področju izobraževanja odraslih.

Sprememb je v današnjem času čedalje več in posegajo globlje v naša življenja, hkrati pa so priložnost, da jih z ustvarjalnostjo, pogumom in dejavnim pristopom obrnemo v svoj prid. V ReNPIO 2022-2030 so poudarjene enake možnosti in spodbude za kakovostno učenje in izobraževanje za vse. Vključenost v vseživljenjsko učenje je potrebna tako v sistemu izobraževanja kot tudi širše v družbi. Pridobljenega znanja in kompetenc nam ne more nihče odvzeti, zato se je pomembno z njimi čim boljše opremiti. Nove razvojne paradigme in strategije omogočajo razvoj posameznika v ustvarjalnega, odgovornega in naprednega člana povezane skupnosti. Ustvarjati je treba razmere za razvoj družbeno odgovornih in učečih se generacij, ki bodo med seboj povezane.

Hitro spreminjajoče se razmere v svetu, zahtevnost in mnogovrstnost tako domačih kot svetovnih izzivov zahtevajo tudi ustrezno odzivnost izobraževalnega sistema na vseh ravneh. Nujno je hitrejše odzivanje na tehnološke, demografske in podnebne spremembe. Moderne nizkoogljicne družbe so energetske, okoljske in družbeno učinkovite. Pomembna je sinergija človeka, narave in tehnologije. Opirajo se nam možnosti, kot jih človek ni imel nikoli prej v zgodovini. Pomembno mesto naj zato zasedejo znanje, ustvarjalnost, drznost, sposobnost sprejemanja pravih odločitev in nenehno učenje.

Razvoj različnih oblik učenja, izobraževalnih programov in dejavnosti ter novih pristopov k ranljivim skupinam morajo postati stalnica področja izobraževanja odraslih. Z učenjem si gradimo svobodo, varnost in pripadnost. Odziv izobraževanja odraslih na negotove dogodke je lahko hiter in učinkovit. Veliko vlogo pri tem ima motivacija, ki poganja motor izobraževanja ter zvišuje raven kompetenc, odkriva talente in krepi idejni potencial naroda. Znanje, kompetence in veščine morajo biti usmerjene v prihodnost. Za učenje in pridobivanje novih znanj je vedno pravi čas.

ReNPIO 2022-2030 je priložnost, da se z razvojnim in strateškim dokumentom začrta in spodbudi konkretno ministrsko sodelovanje, vodi socialni dialog in poveže deležnike v smeri družbe znanja, pa tudi v smeri učeče se družbe, ki se mora neprenehoma učiti za osebni in družbeni razvoj. Ko ima družba znanje, je mogoče tudi učinkovito in prodorno delovanje.

Učenje je luč, ki razsvetljuje pot. Pot, ki vodi k pomembnim ciljem. Pomen vseživljenjskega učenja naj zato preide v zavest in delovanje tako vsakega posameznika kot celotne družbe.

# Mag. Katja Dovžak in Ema Perme

Koordinatorici delovne skupine vlade  
za pripravo ReNPIO v RS za obdobje  
2022–2030



Nacionalni program izobraževanja odraslih v Republiki Sloveniji za obdobje 2022–2030 (ReNPIO22–30) je že tretji strateški dokument, ki ureja politiko izobraževanja odraslih v samostojni državi, sledi konceptu vseživljenjskega učenja in je ključ do kakovostnega življenja prebivalcev in uspeha Slovenije. V procesu oblikovanja ciljev, kazalnikov in ukrepov smo sledili tudi osmim priporočilom OECD (2018) za izboljšanje upravljanja izobraževanja odraslih, rezultatom raziskave PIAAC (2015–2018), ki je prispevala k pregledu stanja spretnosti odraslih v Sloveniji in domačim ter mednarodnim strategijam oziroma priporočilom. Vključili smo več kot 30 deležnikov oziroma socialnih partnerjev. Sodelovalo je blizu 100 strokovnjakov in posameznikov iz teorije in prakse, ki na različne načine prispevajo k oblikovanju podobe ter stanja učenja in izobraževanja odraslih v Sloveniji. Na tem mestu se vsem iskreno zahvaljujemo za prispevke, razmisleke, poglede in konstruktivne predloge. Izkušnja je bila za vse bogata.



Ustvarjanje uspešne zgodbe je odvisno od medsebojnega zaupanja in sodelovanja. Zato ta nacionalni program posebej poudarja pomen sodelovanja vključenih ministrstev, ki so zavezana k uresničevanju ukrepov za doseganje zastavljenih ciljev. Z dobrim partnerskim sodelovanjem spodbujamo in krepimo socialni dialog, odpiramo komunikacijo in odgovarjamo na aktualna družbena vprašanja. Naš cilj je odraslim prebivalcem Slovenije v vseh življenjskih obdobjih ponuditi enake možnosti in spodbude za kakovostno učenje in izobraževanje za celosten razvoj in sonaravno bivanje.

Vizijo NPIO so s svojimi pogledi in predlogi v številnih razpravah oblikovali predstavniki ministrstev in zainteresirane javnosti. Usmeritve in načela javnega interesa, ki jih določa Zakon o izobraževanju odraslih (ZIO-1) (2018), so podlaga in vodilo za osmišljanje našega dela, saj želimo nadgraditi doseženo in izkoristiti še neizkoriščene potencialne za razvoj področja.

Procesi uresničevanja politik in programov posameznih ministrstev na področju izobraževanja odraslih do leta 2030 bodo prepleteni s preizkušnjami in izzivi, iskanjem odgovorov in učinkovitih rešitev. Načrtovanje in izvajanje nalog v okviru petih prednostnih področij bosta tesno povezana z družbeno-gospodarskim položajem, demografskimi spremembami, tehnološkim razvojem, potrebami na trgu dela in podnebnimi spremembami. Zaradi naprednih informacijskih tehnologij se spreminjata tudi vlogi učitelja in udeleženca. Učitelji postajajo vse bolj spodbujevalci učnega procesa in koordinatorji učnih aktivnosti, usmerjevalci, svetovalci in motivatorji. Vse dejavnejšo vlogo imajo udeleženci. Le tako lahko namreč zagotovimo kakovostno učenje, izobraževanje in doseganje ustreznih spretnosti za delo, življenje, osebno rast in družbeno angažiranje. Tudi zato dejavnosti na področju izobraževanja odraslih, kot so: razvojno in raziskovalno delo, ugotavljanje izobraževalnih potreb, izvajanje vseživljenjske karijerne orientacije in svetovalne dejavnosti, ugotavljanje in priznavanje predhodno pridobljenega znanja, razvijanje kakovosti, ozaveščanje, informiranje in spodbujanje za vključevanje in doseganje učnih izidov v formalnem in neformalnem izobraževanju in usposabljanju, predstavljajo pomembno podporo učenju, izobraževanju in usposabljanju odraslih.

Naloga tega nacionalnega programa je postaviti vse ciljne skupine odraslih prebivalcev Slovenije v središče ter v okviru različnih politik in ukrepov podpreti, usmerjati učenje in izobraževanje za izpolnjeno zasebno življenje, kakovostno in uspešno opravljanje dela ter soustvarjanje skupnosti.

Veseli nas, da tudi države članice Evropske unije prepoznavajo NPIO v Republiki Sloveniji kot primer dobre prakse strateškega urejanja področja, ki prispeva k digitalni preobrazbi, trajnostnemu prehodu, vključujoči rasti, gospodarskemu in socialnemu razvoju države in globalne skupnosti.

# Dr. Nataša Potočnik

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## Sodelovanje za znanje

Sodoben sistem izobraževanja odraslih (IO) je v času naraščajočega povpraševanja po znanjih in spretnostih, ekonomskega in tehnološkega razvoja ter okoljskih izzivov pomembnejši kot kadarkoli prej.

Če se želimo kot država spopasti z neenakostjo, odpraviti vse oblike revščine in se bojevati proti podnebnim spremembam, kar opredeljuje Agenda za trajnostni razvoj do 2030, je treba vzpostaviti ustrezne razmere – začevši z uresničevanjem 4. cilja, tj. vsem enakopravno zagotoviti kakovostno izobrazbo ter spodbujati možnosti vseživljenjskega učenja za vsakogar.

Odrasli potrebujejo priložnosti in spodbude za vseživljenjsko učenje ne glede na svojo stopnjo izobrazbe. Potrebujejo jih zaradi ohranjanja zaposljivosti, za celovito vključevanje v (digitalno) družbo in svojo osebno izpolnitev. Širše pa tudi zato, da kot posamezniki prispevajo k trajnostnemu razvoju družbe.

Za zagotavljanje teh spodbud in priložnosti ter predvsem omogočanje dostopa do kakovostnega izobraževanja potrebujemo nacionalni dokument, ki prispeva k sistemskemu urejanju področja, vključno s stabilnim financiranjem, določanjem prednostnih področij in vsebinskih nalog za razvoj izobraževanja odraslih – resolucijo o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji.

Že s prvo resolucijo (za obdobje 2004–2010) smo se postavili ob bok drugim državam z razvitimi sistemi izobraževanja odraslih. Z njo smo deležniki v IO dobili podlago za načrtovanje razvoja izobraževanja odraslih. S tretjim tovrstnim dokumentom – Resolucijo o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2022–2030 nadaljujemo svoja prizadevanja za čim višjo vključenost odraslih v VŽU, dvig ravni temeljnih zmožnosti in ravni izobrazbe, opolnomočenje odraslih za odzivanje na potrebe trga dela, intenzivno raziskovanje in razvoj področja IO ter močno podporo udeležencem, izvajalcem, strokovnjakom v razvojni dejavnosti in snovalcem politike IO.

Ključna beseda pri tem je sodelovanje. Samo v medresorskem povezovanju in sodelovanju je ključ za uresničevanje zadanih ciljev resolucije in s tem boljši jutri za odrasle prebivalce Republike Slovenije.

Izobražujmo in širimo kulturo vseživljenjskega učenja skupaj.

# I.

## Uvod

Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2022–2030 (v nadaljnjem besedilu: ReNPIO 2022–2030) je strateški dokument na podlagi Zakona o izobraževanju odraslih (Uradni list RS, št. 6/18 in 189/20 – ZFRO; v nadaljnjem besedilu: ZIO-1).

Ta opredeljuje nacionalni program izobraževanja odraslih, s katerim se določa javni interes v izobraževanju odraslih, ki vključuje cilje in kazalnike nacionalnega programa, prednostna področja izobraževanja odraslih, ukrepe za zagotavljanje in izvajanje izobraževanja odraslih, okvirni obseg javnih sredstev za področje izobraževanja odraslih, ministrstva, ki so nosilci posameznih ukrepov, ter način usklajevanja pri uresničevanju ciljev ter način spremljanja izvajanja nacionalnega programa. V nacionalnem programu se opredelijo tudi programi in dejavnosti pristojnih ministrstev, ki se izvajajo kot javna služba. ReNPIO 2022–2030 sprejme Državni zbor Republike Slovenije na predlog Vlade Republike Slovenije (v nadaljnjem besedilu: vlada). Predlog nacionalnega programa pripravi Ministrstvo za izobraževanje, znanost in šport Republike Slovenije (v nadaljnjem besedilu: MIZŠ) v sodelovanju z drugimi pristojnimi ministrstvi. K predlogu ReNPIO 2022–2030 MIZŠ pridobi mnenje Strokovnega sveta Republike Slovenije za izobraževanje odraslih (v nadaljnjem besedilu: SSIO). Izvajanje se določi z letnim programom izobraževanja odraslih (v nadaljnjem besedilu: LPIO), ki ga sprejme vlada. V skladu z ZIO-1 se javni interes na lokalni ravni določi v letnem programu izobraževanja odraslih, ki ga sprejme samoupravna lokalna skupnost ali več samoupravnih lokalnih skupnosti. Sredstva za uresničevanje javnega interesa se zagotavljajo iz državnega proračuna, sredstev samoupravnih lokalnih skupnosti in drugih virov.

ReNPIO 2022–2030 usmerja politiko izobraževanja odraslih na državni ravni in prispeva k načrtnemu urejanju področja, vključno s stalnim

financiranjem in določanjem ukrepov oziroma vsebinskih nalog za razvoj izobraževanja odraslih v državi.

Predlog ReNPIO 2022–2030 in predlog LPIO pripravlja MIZŠ v sodelovanju s pristojnimi ministrstvi, Službo Vlade za razvoj in evropsko kohezijsko politiko (v nadaljnjem besedilu: SVRK) in Uradom Vlade Republike Slovenije za oskrbo in integracijo migracije (v nadaljnjem besedilu: UOIM). Usklajevanje priprave poročila o uresničevanju LPIO vodi MIZŠ, poročilo pa pripravi Andragoški center Republike Slovenije (v nadaljnjem besedilu: ACS). Vključeni so ukrepi naslednjih ministrstev: MIZŠ, Ministrstva za delo, družino, socialne zadeve in enake možnosti Republike Slovenije (v nadaljnjem besedilu: MDDSZ), Ministrstva za zdravje Republike Slovenije (v nadaljnjem besedilu: MZ), Ministrstva za kmetijstvo, gozdarstvo in prehrano Republike Slovenije (v nadaljnjem besedilu: MKGP), Ministrstva za kulturo Republike Slovenije (v nadaljnjem besedilu: MK), Ministrstva za notranje zadeve Republike Slovenije (v nadaljnjem besedilu: MNZ), Ministrstva za finance Republike Slovenije (v nadaljnjem besedilu: MF), Ministrstva za infrastrukturo Republike Slovenije (v nadaljnjem besedilu: MZI), Ministrstva za javno upravo Republike Slovenije (v nadaljnjem besedilu: MJU), Ministrstva za gospodarski razvoj in tehnologijo Republike Slovenije (v nadaljnjem besedilu: MGRT), Ministrstva za okolje in prostor Republike Slovenije (v nadaljnjem besedilu: MOP), Ministrstva za pravosodje Republike Slovenije (v nadaljnjem besedilu: MP), Ministrstva za zunanje zadeve Republike Slovenije (v nadaljnjem besedilu: MZZ) in Ministrstva za obrambo Republike Slovenije (v nadaljnjem besedilu: MO), ki vključujejo dejavnosti na področju izobraževanja odraslih v skladu z zakonom oziroma svojimi programi in so sestavni del ReNPIO 2022–2030.

Uresničevanje ReNPIO 2022–2030 je v pristojnosti ministrstev, ki so odgovorna za izobraževanje odraslih in so jim za ta namen dodeljena državna sredstva. V veliki meri pa se izobraževanje odraslih sofinancira s sredstvi iz evropske kohezijske politike in drugih evropskih skladov ter mednarodnih programov, v manjšem deležu tudi iz sredstev samoupravnih lokalnih skupnosti, ki niso opredeljena v ReNPIO 2022–2030.

Cilji ReNPIO 2022–2030 so povezani z drugimi strateškimi dokumenti. Tako je tudi uresničevanje razvojnih ciljev Strategije razvoja Slovenije 2030,<sup>1</sup> ki jo je sprejela vlada 7. decembra 2017 (v nadaljnjem besedilu: SRS 2030), neposredno odvisno od uresničevanja ukrepov, ki podpirajo vseživljenjsko učenje (v nadaljnjem besedilu: VŽU).

Cilji ReNPIO 2022-2030 sledijo Beliknjigi o vzgoji in izobraževanju v Republiki Sloveniji (2011),<sup>2</sup> str. 35, ki opredeljuje: »Spoznanje, da izobraževanje, ki se konča v mladosti, preprosto ne zadošča več niti posamezniku niti sodobni družbi, je razlog za vedno večji pomen vseživljenjskega izobraževanja. Enako pomembno kot poklicno je tudi splošno izobraževanje, ki prispeva k razvoju osebnih potencialov, splošni kulturni razgledanosti (razvoj kulturnega in socialnega kapitala) in opolnomoča ljudi za upravljanje pogojev lastnega življenja ter za prevzemanje odgovornosti za ustvarjanje in spreminjanje le-teh, torej tudi za aktivno družbeno in politično participacijo«. Izobraževanja odraslih ne moremo zožiti na pridobivanje spretnosti in zmožnosti za potrebe trga dela.

V času izvajanja ReNPIO13-20 so bile v sistemskem okolju sprejete naslednje pomembne novosti: dopolnitev Zakona o organizaciji in financiranju vzgoje in izobraževanja (Uradni list RS, št. 16/07 - uradno prečiščeno besedilo, 36/08, 58/09, 64/09 - popr., 65/09 - popr., 20/11, 40/12 - ZUJF, 57/12 - ZPCP-2D, 47/15, 46/16, 49/16 - popr. in 25/17 - ZVaj; v nadaljnjem besedilu: ZOFVI), ZIO-1, Operativni program izvajanja kohezijske politike za finančno perspektivo 2014-2020,<sup>3</sup> SRS 2030, S4 - Slovenska strategija pametne specializacije,<sup>4</sup> Strategija dolgožive družbe (2017)<sup>5</sup> in Nacionalna strategija bralne pismenosti za obdobje 2019-2030 (2019).<sup>6</sup>

ReNPIO 2022-2030 je nastajal v času pandemije COVID-19, zato upošteva dejstvo, da je pomembno oblikovati odpornost proti takim in podobnim družbenim in gospodarskim izzivom. Poleg omejitev na skoraj vseh področjih življenja in delovanja pa nove razmere, kakršnim so se morali z uvedbo novih oblik delovanja (delo od doma, učenje na daljavo, karantena, čakanje na delo) čez noč prilagoditi družbeni podsistemi, odpirajo možnosti za povečanje učnih in izobraževalnih aktivnosti. To širi možnosti rabe in razvoja sodobne komunikacijske tehnologije tudi v izobraževanju odraslih.

Pri snovanju ReNPIO 2022-2030 imajo pomembno vlogo rezultati mednarodne raziskave »Programme for International Assessment of Adult Competences«<sup>7</sup> (v nadaljnjem besedilu: PIAAC) in Smernice za izvajanje Strategije spretnosti za Slovenijo: izboljševanje upravljanja izobraževanja odraslih v Sloveniji (Organizacija za gospodarsko sodelovanje in razvoj (v nadaljnjem besedilu: OECD), 2018)<sup>8</sup>. Rezultati PIAAC so pokazali, da je 24,9 % odraslih v Sloveniji doseglo zgolj prvo ali manj kot prvo raven besedilnih spretnosti (povprečje OECD je 18,9 %), 25,8 % pa jih je doseglo prvo ali manj kot prvo raven matematičnih spretnosti<sup>9</sup> (povprečje OECD je 22,7 %). Skupaj 31,18 % (povprečje OECD je 27,18 %) ali približno 400.000

odraslih med 16. in 65. letom starosti dosega le najnižje ravni besedilnih in matematičnih spretnosti. Pri reševanju problemov v tehnološko bogatih okoljih je 49,2 % odraslih doseglo rezultate na prvi ravni ali pod njo<sup>10</sup> (povprečje OECD je 42,9 %). Obenem je v okviru raziskave 18,4 % odraslih (14,6 % v sodelujočih državah) izjavilo, da nimajo predhodnih izkušenj z uporabo računalnikov, torej so brez osnovnega računalniškega znanja.

Hitre in velike spremembe vplivajo tudi na spreminjanje načinov odpravljanja težav na svetu. Uveljavlja se razvojni vzorec, ki išče sinergije med cilji na gospodarskem, družbenem in okoljskem področju (koncepti zelene rasti (OECD), zelenega gospodarstva (UNEP). Snovno učinkovite in nizkoogljične družbe pa temeljijo na povečevanju energetske, okoljske in družbene učinkovitosti namesto na vse večji porabi prostora, surovin in energije. Hitro spreminjajoče se razmere v svetu, zahtevnost in mnogovrstnost domačih in svetovnih izzivov zahtevajo tudi ustrezno odzivnost izobraževalnega sistema na vseh ravneh za osebni in družbeni razvoj ter potrebe razvoja trga dela.

ReNPIO 2022-2030 zajema izobraževanje, izpopolnjevanje, usposabljanje in učenje odraslih prebivalcev, ki so izpolnili osnovnošolsko obveznost oziroma so stari vsaj 15 let. Pri pridobivanju javnoveljavne izobrazbe se omejuje na douniverzitetno izobraževanje, to je izobraževanje odraslih po programih osnovnošolskega, poklicnega, srednjega strokovnega, gimnazijskega in višjega strokovnega izobraževanja.

### Vizija nacionalnega programa izobraževanja odraslih v Republiki Sloveniji:

Odrasli prebivalci Slovenije imajo v vseh življenjskih obdobjih enake možnosti in spodbude za kakovostno učenje in izobraževanje za svoj celostni razvoj in sonaravno bivanje.

## II.

# Izhodišča

Družbeno in sistemsko okolje, v katerem se izvajajo programi in dejavnosti izobraževanja odraslih, je povezano z družbenimi in gospodarskimi značilnostmi ter drugimi razvojnimi vplivi in globalnimi spremembami. Zakoni opredeljujejo osnovne pogoje za izvajanje izobraževalnih programov in dejavnosti na področju izobraževanja odraslih, ki se sofinancirajo iz javnih sredstev, in pogoje za izvajalce, ki vključujejo tudi zagotavljanje kakovosti.

ReNPIO 2022-2030 opredeljuje vizijo, cilje in prednostna področja izobraževanja odraslih v skladu s širšimi razvojnimi cilji države. To poglavje predstavlja zakonske smernice, ki so podlaga za doseganje večje vključenosti v vseživljenjsko izobraževanje in učenje, zviševanje splošne izobraženosti prebivalstva, povečevanje usposobljenosti prebivalstva za uspešno odzivanje na potrebe trga dela ter okrepitev dejavnosti za uresničevanje zastavljenih ciljev. Te lahko dosežemo s holističnim pristopom in prizadevanjem tudi na drugih področjih ter medsebojnim usklajevanjem politik.

## 1. Zakonske podlage

### ZOFVI določa:

javno mrežo javnih organizacij za izobraževanje odraslih, ki omogoča odraslim dokončanje osnovne šole, vključitev v javnoveljavne izobraževalne programe za odrasle ter izvajanje svetovanja za področje izobraževanja odraslih (11. člen).



### ZIO-1 določa:

- javno službo na področju izobraževanja odraslih sestavljata osnovna šola za odrasle in svetovalna dejavnost na področju izobraževanja odraslih (52. člen);
- načela javnega interesa na področju izobraževanja odraslih (4. člen):
  - pravičnost in enakopravnost ter enake možnosti pri dostopu, obravnavi in doseganju izidov v učenju in izobraževanju,
  - svoboda in avtonomnost pri izbiri poti, vsebine, oblik, sredstev in metod izobraževanja,
  - kakovost izobraževanja,
  - sorazmerna porazdelitev virov za izobraževanje in učenje glede na potrebe v posameznih življenjskih obdobjih,
  - sistemska povezanost formalnega in neformalnega izobraževanja ter priložnostnega učenja,
  - uravnoteženost med splošnim in poklicnim izobraževanjem,
  - ustvarjalnost in prilagodljivost ob upoštevanju posebnih kulturnih, družbenih in izobraževalnih značilnosti,
- doseganje izobrazbenih standardov, ki so določeni na državni ravni in mednarodno primerljivi, in
- laičnost izobraževanja odraslih, ki se opravlja kot javna služba;
- cilje javnega interesa na področju izobraževanja odraslih (5. člen):
  - omogočati dostop do kakovostnih izobraževalnih in učnih možnosti,
  - omogočati pridobivanje splošnih in poklicnih zmožnosti za osebno rast, aktivno delovanje v skupnosti in na trgu dela,
  - krepiti opolnomočenost za demokratično sodelovanje v družbenih procesih in za družbeno odgovorno ravnanje,
  - krepiti opolnomočenost na področju trajnostnega razvoja, zelenega gospodarstva, kulture in zdravja,
  - krepiti zmožnosti za medsebojno strpnost, spoštovanje drugačnosti in sodelovanje z drugimi, spoštovanje človekovih pravic in temeljnih svoboščin,
  - krepiti kritično mišljenje posameznikov in raznih družbenih skupin,
  - krepiti solidarnost, sodelovanje in izmenjavo znanja in izkušenj med generacijami,
  - spodbujati prebivalce za skupno delovanje in večjo blaginjo družbe,

- zmanjšati strukturne in individualne ovire pri vključevanju prebivalcev v izobraževanje in učenje,
- spodbujati nižje izobražene in druge ranljive skupine za izobraževanje in učenje,
- zmanjšati delež prebivalcev brez osnovne oziroma brez poklicne izobrazbe in
- povečati delež prebivalcev z dokončano štiriletno srednješolsko izobrazbo.

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## 2. Strateški in programski dokumenti

ReNPIO 2022-2030 prispeva k usklajenemu izvajanju izobraževanja odraslih na državni ravni in se povezuje s cilji in vsebinami naslednjih strateških in programskih dokumentov na državni in mednarodni ravni.

ReNPIO 2022-2030 je usklajen z evropskimi strateškimi dokumenti glede poslanstva, vizije, ciljev, ciljnih skupin, prednostnih področij, ukrepov in instrumentov za sofinanciranje. Na ravni Evropske unije (v nadaljnjem besedilu: EU) je področje izobraževanja odraslih kakor tudi VŽU opredeljeno v strateških in programskih dokumentih, ki opredeljujejo strateške usmeritve in priporočila državam članicam. Države članice po načelu subsidiarnosti te usmeritve umeščajo v svoje družbene in gospodarske strategije, dokumente, programe ali akcijske načrte.

### 2.1 Državni dokumenti

- SRS 2030,
- Strategija dolgožive družbe,<sup>11</sup>
- S4 - Slovenska strategija pametne specializacije,
- Smernice za izvajanje ukrepov Aktivne politike zaposlovanja za obdobje 2021-2025,<sup>12</sup>
- Nacionalna strategija za razvoj bralne pismenosti 2019-2030,<sup>13</sup>
- Smernice za izvajanje Strategije spretnosti za Slovenijo: izboljševanje upravljanja izobraževanja odraslih v Sloveniji,<sup>14</sup>
- Resolucija o nacionalnem programu varstva okolja za obdobje 2020-2030 (ReNPVO20-30),<sup>15</sup>

## 2.2 Mednarodni dokumenti in priporočila

- Agenda 2030,<sup>16</sup>
- Evropski zeleni dogovor,<sup>17</sup>
- Program znanj in spretnosti za Evropo za trajnostno konkurenčnost, socialno pravičnost in odpornost (Skills Agenda),<sup>18</sup>
- Evropski izobraževalni prostor (European Education Area - EEA 2020),<sup>19</sup>
- Akcijski načrt za digitalno izobraževanje (Digital Education Action Plan, 2021-2027),<sup>20</sup>
- Poti izpopolnjevanja - nove priložnosti za odrasle,<sup>21</sup>
- Zelena knjiga o staranju<sup>22</sup> (spodbujanje solidarnosti in odgovornosti med generacijami)
- Evropski steber socialnih pravic,<sup>23</sup>
- Akcijski načrt za evropski steber socialnih pravic,<sup>24</sup>
- Priporočilo Komisije (EU) 2021/402 z dne 4. marca 2021 o učinkoviti aktivni podpori zaposlovanju (EASE) po krizi zaradi COVID-19,<sup>25</sup>
- Priporočilo Sveta z dne 30. oktobra 2020 o Mostu do delovnih mest - okrepitev jamstva za mlade in nadomestitvi Priporočila Sveta z dne 22. aprila 2013 o vzpostavitvi jamstva za mlade.<sup>26</sup>

Kratka vsebina naštetih dokumentov, povezana z izobraževanjem odraslih, je v prilogi 2.

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## 3. Družbeno-gospodarski položaj in vplivi na razvoj izobraževanja odraslih

Vlada RS je potrdila predlog Nacionalnega načrta za okrepanje in odpornost (april 2021)<sup>27</sup> (v nadaljnjem besedilu: NOO), ki je eden od temeljev za uspešno okrepanje in dolgoročni razvoj naše države po zastoju, ki ga je povzročila pandemija COVID-19. Slovenija se je že pred tem soočala z nekaterimi razvojnimi tveganji, saj so na določenih področjih gibanja odstopala od usmeritev SRS 2030. Med njimi izstopa zlasti počasno odzivanje na tehnološke, demografske in podnebne spremembe.

Rast investicij in še zlasti produktivnosti, ki je ključni dolgoročni dejavnik gospodarskega razvoja in blaginje prebivalstva, je po finančni in gospodarski krizi v Sloveniji ostala skromna. Rast produktivnosti je v

preteklem obdobju temeljila predvsem na povečevanju zaposlenosti. Možnost takega gospodarskega napredka bo srednjeročno omejena, predvsem zaradi demografskih sprememb in vpliva pandemije COVID-19, zato se bo Slovenija osredotočila na vlaganja v reforme in naložbe, ki bodo pripomogle k povečanju produktivnosti za doseganje razvitosti EU 27. Inovacije so dolgoročno najpomembnejši dejavnik produktivnosti, vendar so se v naši državi vlaganja na tem področju zmanjševala, prepočasno je bilo tudi uvajanje najzahtevnejših tehnoloških rešitev za digitalno preobrazbo.

Z vidika blaženja podnebnih sprememb so največji izziv nadaljnje povečevanje izpustov toplogrednih plinov iz prometa, večletna stagnacija rabe obnovljivih virov energije, nezadostno uvajanje sprememb v smeri krožnega gospodarstva in premalo trajnostna raba prostora.

Po kazalnikih staranja Slovenija ne odstopa veliko od povprečja EU, kljub temu pa se ob neprilagojenih sistemih socialne zaščite pričakuje višja rast izdatkov, povezanih s staranjem prebivalstva. Zaradi demografskih sprememb se je v obdobju konjunktore zaostriilo pomanjkanje ustrezne delovne sile, ki srednjeročno, tudi v luči hitrih tehnoloških sprememb, postaja vse pomembnejši omejitveni dejavnik nadaljnjega razvoja. V državi občutimo pomanjkanje ustreznega znanja in spretnosti ter segmentacijo trga dela za mlade. To zahteva ustrezen odziv predvsem pri prilagajanju izobraževalnih programov potrebam družbe in gospodarstva in pri oblikovanju spodbudnega okolja za privabljanje in ohranjanje delovne sile z ustreznimi znanji in spretnostmi. Zaradi demografskih gibanj in tehnološkega razvoja je velikega pomena tudi krepitev VŽU.

NOO vključuje naslednje sklope reformnih in naložbenih ukrepov: zeleni prehod, digitalno preobrazbo, pametno, trajnostno in vključujočo rast in zdravstvo in socialno varnost, ki se odzivajo na šest sklopov izzivov, kot jih je prepoznala EU.

Naštete spremembe posredno ali neposredno vplivajo na načrtovanje podsistemov, med njimi tudi izobraževalnega, v okviru katerega ima uresničevanje zasnove VŽU zelo pomembno vlogo. Razvojno okolje, v katerem bo delovalo izobraževanje odraslih v prihodnje, je težko napovedovati za daljše obdobje. To posebej velja v okoliščinah, ki jih je povzročila pandemija COVID-19.

**Svetovno gospodarstvo in druge podsisteme pogojujejo velike spremembe v svetu, kot so:**

## a. Demografski razvoj

Demografska struktura prebivalstva v Sloveniji (preglednica 1) kaže povečevanje povprečne starosti in deleža starejših od 65 let. Indeks staranja (razmerje med starejšimi od 65 let in mladimi do 14 let) je v letu 2019 znašal že 132,9 (pri ženskah celo 156,7), v letu 2000 pa 87,8.

Preglednica 1: Prebivalstvo Slovenije po povprečni starosti in spolu, 2013-2019

<b>Prebivalstvo: starost, spol, delež, indeks</b>	2013	2014	2015	2016	2017	2018	2019
Povprečna starost (leta)	42,2	42,4	42,6	42,9	43,1	43,3	43,4
Moški	40,6	40,9	41,1	41,4	41,6	41,8	41,9
Ženske	43,7	43,9	44,1	44,3	44,6	44,8	44,9
Delež prebivalcev, starih 65 let in več	17,3	17,7	18,2	18,7	19,1	19,7	20
Moški	14,1	14,6	15,1	15,7	16,2	16,8	17,1
Ženske	20,4	20,7	21,2	21,6	22,1	22,6	23
Indeks staranja	118,9	120,5	122,7	125,4	127,8	130,6	132,9
Moški	93,4	95,5	98,3	101,6	104,3	107,8	110,3
Ženske	145,9	147	148,5	150,7	152,6	154,8	156,7

Vir: SURS

Starostna struktura prebivalstva v Sloveniji se spreminja. Družba postaja dolgoživa: pričakovano trajanje življenja se podaljšuje, delež starejših od 65 let hitro narašča. V prihodnjih letih bodo ta gibanja še izrazitejša.

Projekcijska slika prebivalstva brez priselitev kaže, da se bo število otrok in mladine v izobraževanju v naslednjih desetih letih zmanjšalo, delež starejših prebivalcev pa povečal. Projekcije Eurostata za Slovenijo napovedujejo, da se bo neto selitveni prirast s 4.000 v letu 2020 do leta 2030 zmanjšal na 2.500, potem pa narasel na 4.500 do leta 2050 in spet upadel na manj kot 2.000 na leto. Ti tokovi bodo vplivali tudi na vrsto in obseg potreb po izobraževanju in usposabljanju, nanj pa bo vplivala tudi pandemija COVID-19.

## b. Družbeno-gospodarski razvoj

Pri družbenem in gospodarskem razvoju je možnih več scenarijev, ki so v največji meri odvisni od gospodarskega razvoja in izhoda iz pandemske krize COVID-19 ter ustreznosti odzivov na naraščajoče okoljske težave. Po optimističnem scenariju se bo gospodarstvo preusmerilo v storitvene dejavnosti, vrhunsko znanje in okolju prijaznejšo tehnologijo z veliko večjim deležem zaposlenih visoko usposobljenih delavcev. Po pesimističnem scenariju pa bomo ohranjali sedanje strukture gospodarjenja, povečevali okoljske obremenitve, večali porabo prostora, surovin in energije, kar vpliva na nižjo zahtevnost delovnih mest in manjšo potrebo po izobrazbi.

## c. Tehnološki razvoj

Tehnološki razvoj bo vplival na izobraževanje odraslih z naslednjim:

- rastjo potreb po dodatnem usposabljanju in stalnem posodabljanju znanja na vseh področjih in v dejavnostih (izginjanje nekaterih poklicev in nadomeščanje z novimi, ki zahtevajo drugačno usposobljenost; z novim vzorcem razvoja so povezane tudi nove storitve);
- zagotavljanjem drugačnih metod učenja, ki so učinkovitejše od tradicionalnih;
- spreminjanjem dostopnosti do znanja (izobraževalne organizacije in učitelji niso več edini vir znanja; znanje, pridobljeno v novih učnih okoljih, zahteva drugačna merila in postopke za vrednotenje predhodno pridobljenega znanja);
- z razvojem informacijsko-komunikacijske tehnologije (v nadaljnjem besedilu: IKT) se bodo povečale možnosti sodobnih oblik učenja, kar spreminja vlogo strokovnih delavcev in izobraževalcev odraslih.

## d. Potrebe in zahteve trga dela

Dogajanje na trgu dela bo vplivalo na potrebe po izobraževanju, usposabljanju, izpopolnjevanju in vrednotenju predhodno pridobljenega znanja. Znatni vpliv bo imelo podaljševanje aktivne dobe, kar bo povečevalo povpraševanje po usposabljanju, pridobivanju dodatnih zmožnosti in prilagajanju delovnih mest starejšim delavcem. Iz napovedi potreb, ki jih je pripravil Cedefop, izhaja, da bo do leta 2030 v Republiki Sloveniji 49 % delovnih mest zahtevalo srednje kvalificirano delovno silo, 46 % visoko in 5 % nizko kvalificirano delovno silo.<sup>28</sup> Zaradi pomanjkanja temeljnih zmožnosti pri znatnem deležu prebivalcev (PIAAC, 2016) z nižjimi stopnjami izobrazbe je treba ustrezno uravnati politiko izobraževanja, usposabljanja in izpopolnjevanja odraslih, da bo ta ustrezala potrebam trga dela.



## 4. Izobrazbena sestava in aktivnost prebivalstva

Izobraževanje, usposabljanje in vključevanje v različne dejavnosti na področju izobraževanja odraslih (v nadaljnjem besedilu: dejavnosti) so namenjeni krepitvi in razvoju človeškega, kulturnega in socialnega kapitala, ki ga po raziskavah lahko merimo z ravno izobrazbe v odnosu do drugih dejavnikov, med katerimi je najpomembnejša aktivnost prebivalstva. Višje izobrazbene ravni pozitivno vplivajo na razvoj posameznika na različnih področjih pri doseganju delovnih, osebnih in družbenih ciljev ter na večjo aktivnost v VŽU.

### 4.1 Izobrazbena sestava prebivalstva Slovenije

Od leta 2011 do 2019 se je sestava prebivalstva Slovenije, starejšega od 15 let, spremenila, kot kažejo podatki v preglednicah 2 in 3. Povečanje deležev prebivalstva na posameznih stopnjah izobrazbe in starostnih razredih v največji meri lahko pripišemo demografskim gibanjem, sedanji ureditvi izobraževalne politike in politike zaposlovanja.

Preglednica 2: Prebivalstvo Slovenije, staro 15 let in več, po stopnjah izobrazbe in po starostnih razredih za leto 2011

Starost v letih/ izobrazba	SKUPAJ	%	nedokončana OŠ	%	OŠ	%	Nižja, srednja poklicna	%	Štiriletna srednja strokovna in splošna	%	Višješolska	%	Visokošolska	%
15-24 let	229.830	12,9	2.661	1,2	97.307	42,3	21.596	9,4	101.757	44,3	1.160	0,5	5.349	2,3
25-49 let	762.262	42,8	8.165	1,1	105.560	13,8	182.525	23,9	267.943	35,2	39.100	5,1	158.969	20,9
50-64 let	428.300	24,1	20.570	4,8	113.174	26,4	121.825	28,4	104.323	24,4	27.717	6,5	40.691	9,5
65 +	338.944	19,0	46.575	13,7	119.067	35,1	80.891	23,9	57.728	17,0	16.244	4,8	18.439	5,4
SKUPAJ	1.759.336	98,8	77.971	4,4	435.108	24,7	406.837	23,1	531.751	30,2	84.221	4,8	223.448	12,7

Vir: SURS

Preglednica 3: Prebivalstvo Slovenije, staro 15 let in več, po stopnjah izobrazbe in starostnih razredih za leto 2019

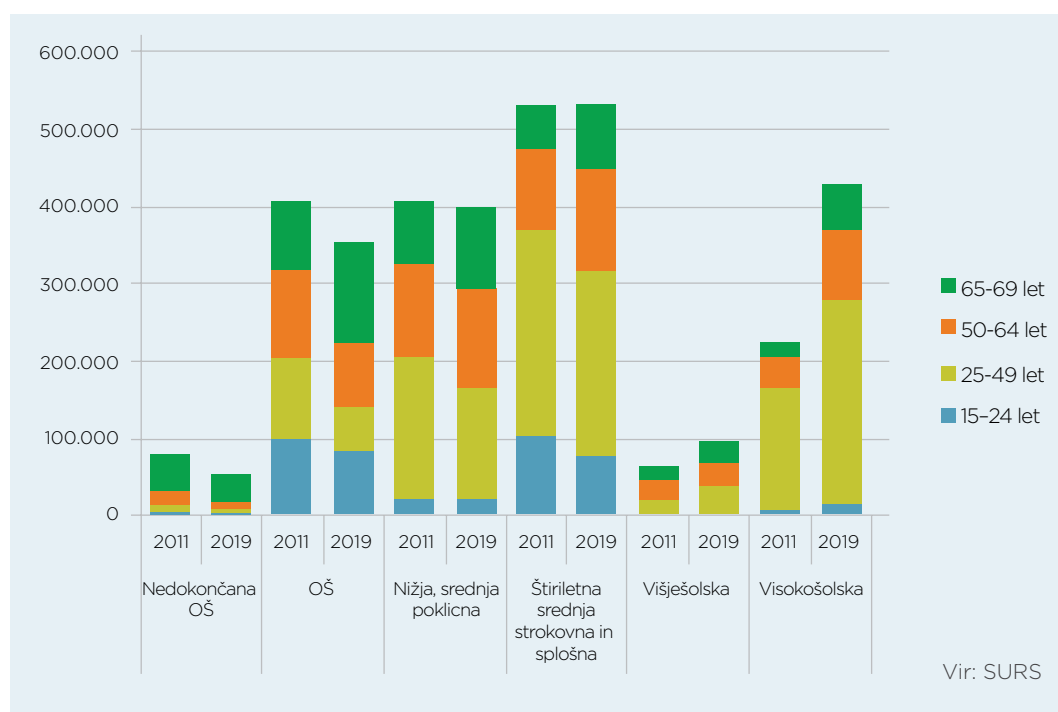
Starost v letih/ izobrazba	SKUPAJ	%	nedokončana OŠ	%	OŠ	%	Nižja, srednja poklicna	%	Štiriletna srednja strokovna in splošna	%	Višješolska	%	Visokošolska	%
15-24 let	196.887	10,5	1.959	0,1	82.969	4,5	19.407	1,0	75.617	4,1	2.092	0,1	14.843	0,8
25-49 let	757.254	40,5	5.566	0,3	56.835	3,1	143.969	7,7	240.875	12,9	36.991	2,0	273.018	14,1
50-64 let	479.476	25,6	10.072	0,5	84.725	4,6	129.982	7,0	130.932	7,0	30.386	1,6	93.379	5,0
65 +	438.174	23,4	34.499	1,9	130.373	7,0	106.110	5,7	85.979	4,6	25.120	1,3	56.093	3,0
SKUPAJ	1.871.791	100,0	52.096	2,8	354.902	19,2	399.468	21,4	533.403	28,6	94.589	5,0	437.333	22,9

Vir: SURS



Slika 1 prikazuje primerljivost izobrazbene strukture prebivalstva po starostnih razredih, kjer je viden najvišji porast števila prebivalstva s terciarno izobrazbo v vseh starostnih razredih. V primerljivih letih 2011 in 2019 je viden največji porast prebivalstva z nižjo poklicno, srednješolsko in visokošolsko izobrazbo v starostni kategoriji 50 let in več. V starostnih kategorijah 25 do 49 let pa se je znižal delež prebivalcev z nižjo in srednjo poklicno ter osnovnošolsko izobrazbo.

Slika 1: Prebivalstvo Slovenije, staro 15 let in več, po stopnjah izobrazbe in starostnih razredih v letih 2011 in 2019

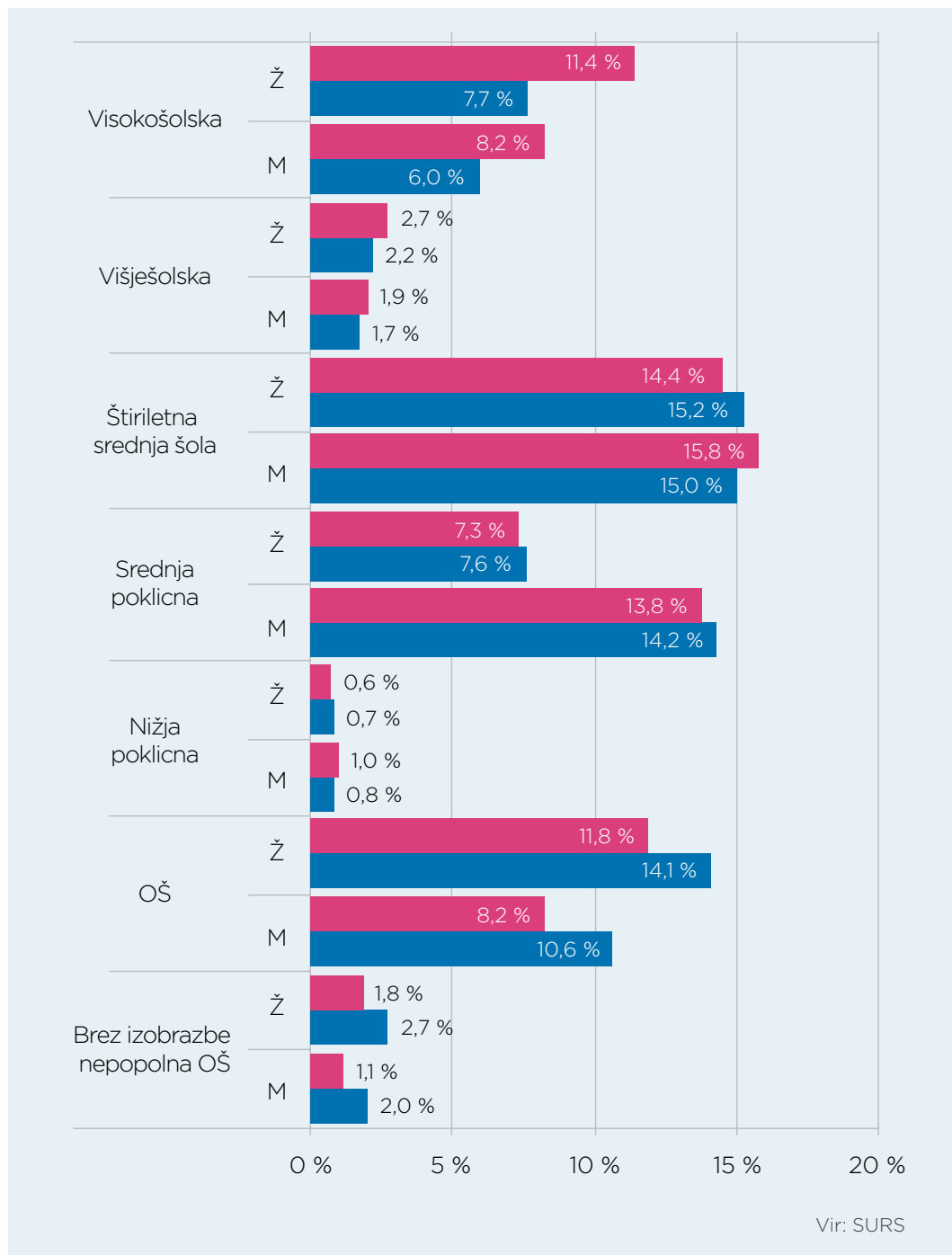


V nadaljevanju so prikazani podatki o izobrazbeni sestavi po spolu v starostnih razredih.

Primerjava izobrazbene sestave prebivalstva, starejšega od 15 let, po spolu za leti 2011 in 2019 je razvidna iz slike 2.

Od leta 2011 do 2019 se je najbolj povečal delež prebivalstva z višjo in visokošolsko izobrazbo, še posebej pri ženskah. Delež prebivalcev z osnovnošolsko izobrazbo se je v tem obdobju zmanjšal, pri čemer je delež žensk z osnovnošolsko izobrazbo in manj manjši kakor pri moških.

Slika 2: Prebivalstvo Slovenije, staro 15 let in več, po stopnjah izobrazbe in spolu v letih 2011 in 2019, v deležih



## 4.2 Aktivnost prebivalstva

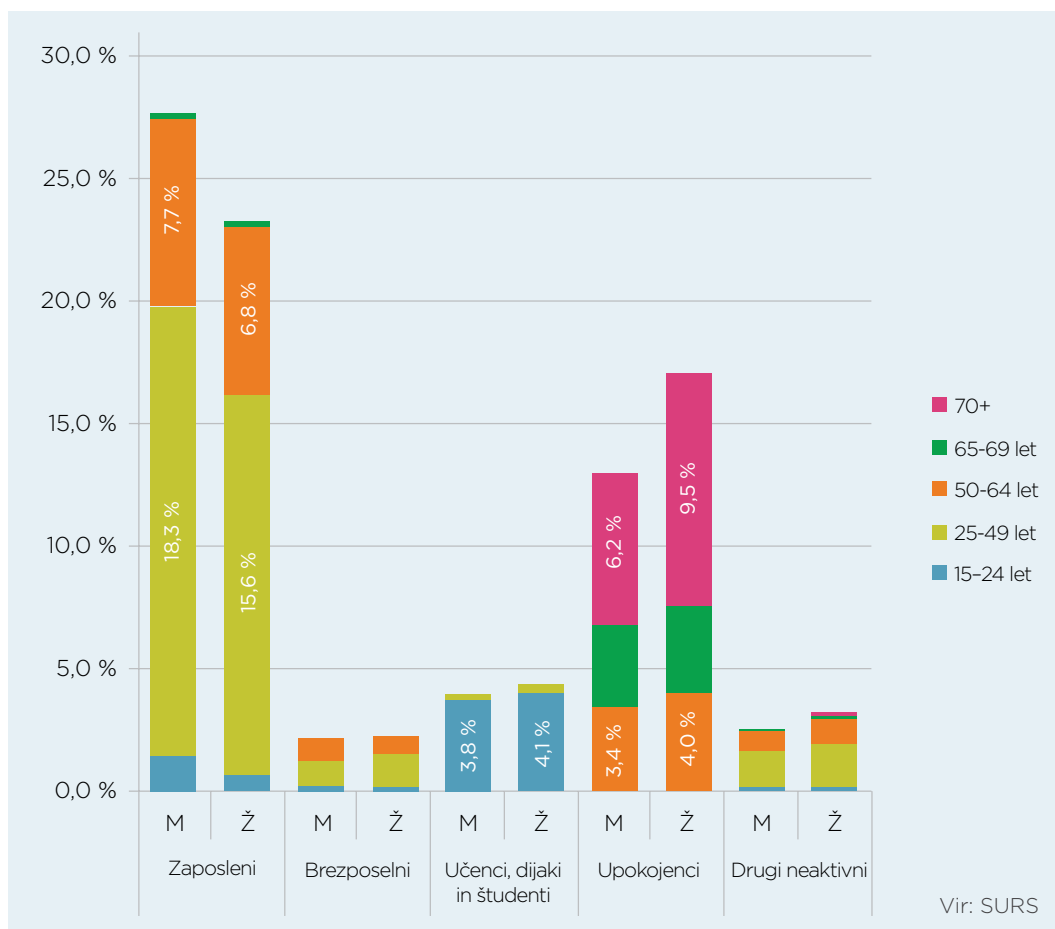
Po podatkih Statističnega urada Republike Slovenije (v nadaljnjem besedilu: SURS) je ena od značilnosti prebivalstva nizka stopnja aktivnosti starejših, predvsem žensk. Ta stopnja se zaradi demografskih gibanj povečuje, vendar je v veliki meri odvisna tudi od stopnje izobrazbe.

### 4.2.1 Aktivnost prebivalstva po statusu, starosti in spolu

Slika 3 kaže na naslednje vrzeli v letu 2019:

- delež aktivnih, starejših od 50 let, je zelo majhen;
- delež brezposelnih raste s starostjo in je visok v starostni skupini 50-64 let;
- delež neaktivnih je največji v starostni skupini 25-49 let.

Slika 3: Aktivnost prebivalstva po statusu, starosti in spolu v letu 2019, v deležih



## 4.2.2 Aktivnost prebivalstva po statusu, izobrazbi in spolu



Dostopni so podatki za prebivalstvo, starejše od 15 let, po spolu, ne pa po starostnih skupinah.

Med moškimi je bilo leta 2011 približno 134.000 starejših od 65 let (od teh 97 % upokojencev), leta 2019 pa 176.000 (97 % upokojencev). Med ženskami je bilo leta 2011 približno 204.000 starejših od 65 let (92 % upokojenk), leta 2019 pa 237.000 (97 % upokojenk). Preglednica 4 prikazuje izobrazbeno sestavo starejših od 65 let za leti 2011 in 2019 v deležih, iz katere izhaja, da se je v tem obdobju izobrazbena sestava izboljšala.

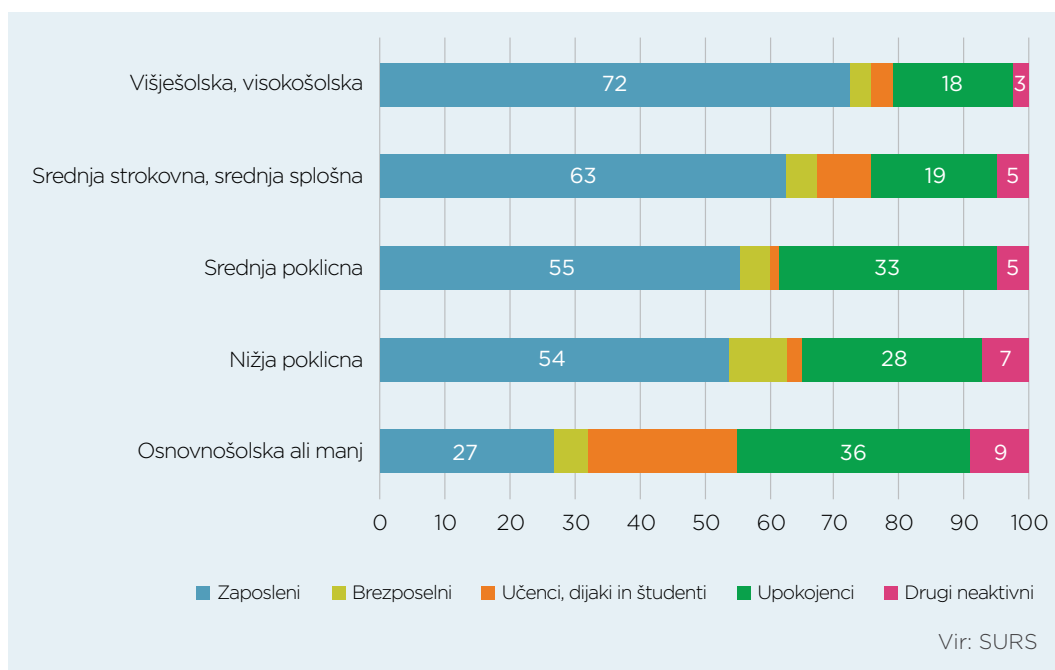
Preglednica 4: Izobrazba starejših od 65 let v deležih v letih 2011 in 2019

Spol/leto	Osnovnošolska in manj		Srednješolska (nižja poklicna, poklicna, štiriletna) skupaj		Višje- in visokošolska skupaj	
	2011	2019	2011	2019	2011	2019
Moški	30,2	25,3	54,5	57,7	15,4	17
Ženske	61,1	50,8	32,0	38,2	6,9	11,1

Vir: SURS

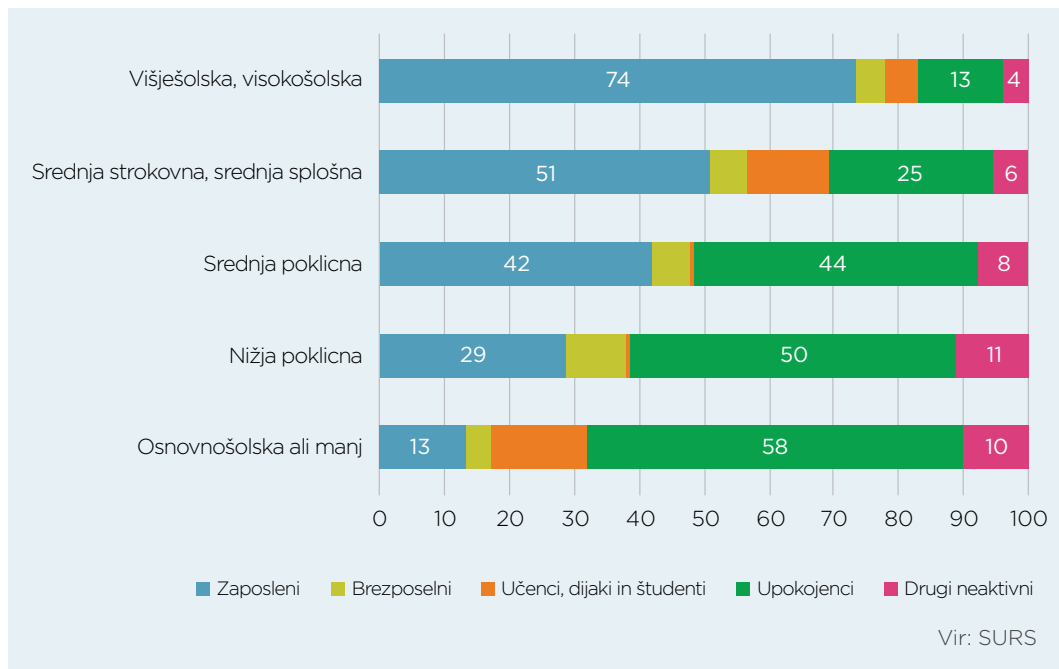
Slika 4 prikazuje deleže zaposlenih moških po izobrazbi in kaže, da izobrazbena raven pomembno vpliva na aktivnost prebivalstva. Med moškimi, starimi več kot 15 let, z dokončano osnovnošolsko izobrazbo je 45 % neaktivnih (36 % upokojenih in 9 % drugih), medtem ko je med višje- in visokošolsko izobraženimi delež neaktivnih 21-% (18 % upokojenih in 3 % drugače neaktivnih).

Slika 4: Prebivalci – moški, stari 15 let in več, po izobrazbi in delovni aktivnosti v letu 2019, v deležih



Pri ženskah je stopnja aktivnosti še bolj odvisna od ravni izobrazbe, kar kaže slika 5. Kar 68 % žensk, starejših od 15 let, z največ osnovnošolsko izobrazbo je neaktivnih (od teh 58 % upokojenih in 10 % drugače neaktivnih), medtem ko je delež neaktivnih žensk pri višje- in visokošolsko izobraženih 17-% (13 % upokojenih in 4 % drugače neaktivnih).

Slika 5: Prebivalci – ženske, stare 15 let in več, po izobrazbi in delovni aktivnosti v letu 2019, v deležih



### 4.3 Izobrazbena sestava brezposelnih

Raven dosežene izobrazbe je po raziskavah dejavnik, ki najbolj izrazito kaže razlike v delovni aktivnosti prebivalstva. Po podatkih Zavoda Republike Slovenije za zaposlovanje (v nadaljnjem besedilu: ZRSZ) (obdobje 2014–2019; slika 6) je največji delež brezposelnih s končano osnovnošolsko izobrazbo ali manj, iz česar se da sklepati, da so te osebe težje zaposljive. V zadnjih letih se ta delež sicer zmanjšuje, kar je verjetno posledica tega, da vse več oseb dokonča osnovno šolo. Sledi delež oseb s srednjo poklicno in štiriletno srednješolsko izobrazbo.

Preglednica 5 in slika 6 kažeta, da raven dosežene izobrazbe vpliva na brezposelnost, saj se deleži po različnih dokončanih ravneh izobrazbe precej razlikujejo. Nizka izobrazba brezposelnim osebam otežuje ponovno vključevanje na trg dela, zato je za to skupino bistveno, da pridobijo in krepijo sposobnosti, znanje in spretnosti za izboljšanje zaposlitvenih možnosti ter povečanje konkurenčnosti na trgu dela. Vključevanje nizko izobraženih brezposelnih na trg dela zahteva poglobljeno obravnavo. Zaradi pomanjkanja znanja in spretnosti se ta skupina povezuje še z dolgotrajno brezposelnostjo in vse to kaže na nujnost vključevanja v nadaljnje izobraževanje. Pri tej skupini brezposelnih povprečno brezposelnost dalj traja kakor pri drugih skupinah (v letu 2019 37,3 meseca).

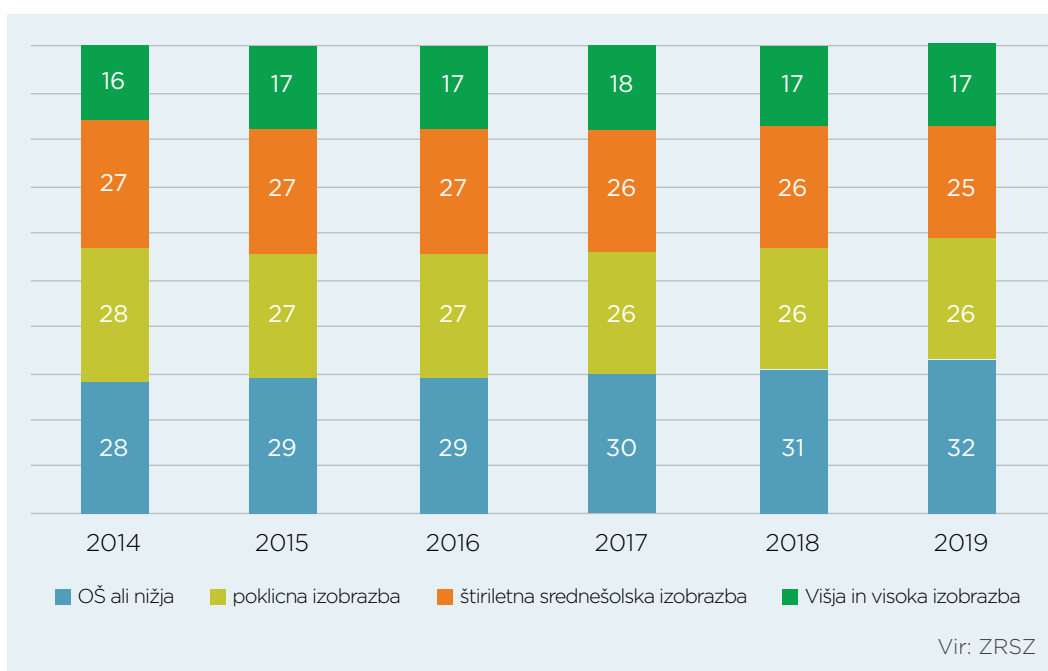
Obenem to kaže na potrebo po večjem sodelovanju pri načrtovanju in izvajanju skupnih ukrepov in instrumentov na ravni različnih politik, socialnih partnerjev in drugih deležnikov na državni in lokalni ravni. Ker imamo v Sloveniji strukturno brezposelnost, je takšno sodelovanje ključno pri oblikovanju ustreznih programov za potrebe trga dela, za lažji in hitrejši prehod v zaposlitev.

Preglednica 5: Registrirano brezposelni po izobrazbi od leta 2014 do 2019

Izobrazba/leto	2014	2015	2016	2017	2018	2019
Skupaj registrirano brezposelni - povprečje posameznega leta	120.109	112.726	103.152	88.648	78.474	74.178
Od tega:						
- osnovnošolska izobrazba in manj	33.789	32.259	30.186	26.670	24.341	23.449
- poklicna izobrazba	34.068	30.886	27.643	23.381	20.448	19.273
- štiriletna srednješolska izobrazba	33.024	30.885	27.478	22.614	20.105	18.840
- višje- in visokošolska izobrazba	19.229	18.697	17.845	15.983	13.580	12.616

Vir: ZRSZ

Slika 6: Dosežena raven izobrazbe registrirano brezposelnih od leta 2014 do 2019, v deležih



## 5. Dosežki ReNPIO13-20 in mednarodna primerjava

Za oceno stanja izobraževanja odraslih v največji meri uporabljamo uradne statistične podatke, poleg tega pa tudi druge podatkovne baze in vsebinske vire. Analiza uresničevanja ReNPIO13-20 je pokazala, da uresničevanje ciljev, programov in dejavnosti pripomore k razvoju področja ter dvigu izobraženosti, usposobljenosti in zmožnosti odraslih za osebni razvoj, zaposljivost in vključenost v družbo. Žal pa po doseganju krovne kazalnika, vključenosti odraslih v VŽU od 25 do 24 let (ADS), v tem obdobju nismo napredovali, kar pomeni, da zastavljeni ukrepi niso dovolj podprli vključevanja odraslih v VŽU. Kvantitativni dosežki ReNPIO13-21 so povzeti v nadaljevanju.

### 5.1 Doseganje krovnih kazalnikov

#### 5.1.1 Prvi kazalnik: Vključenost odraslih v VŽU v starosti od 25 do 64 let

Ta kazalnik dobimo z uporabo raziskave Aktivno in neaktivno prebivalstvo (ANP), ki v evropskih državah vsako leto meri vključenost odraslih v katero koli obliko VŽU v štirih tednih pred anketiranjem, podatke pa objavlja Eurostat.

V Sloveniji je udeležba prebivalstva v VŽU v starosti od 25 do 64 let v VŽU s 16 % v letu 2011 padla na 11,2 % v letu 2019. V letu 2020 je dosegla najnižji delež, 8,4 %. Razlogov za nedoseganje zastavljenega kazalnika je več in je predmet nadaljnjega raziskovanja. Znatno padec v letu 2020 pripisujemo pandemiji COVID-19, saj je v državah članicah EU podobno. Slovenija je prvič v 10 letih pod evropskim povprečjem. V preglednici 6 o vključenosti odraslih v VŽU od leta 2011 do 2020 so poleg podatkov za Slovenijo prikazani tudi podatki o povprečju EU 27 in za države, s katerimi se država pogosto primerja.



Preglednica 6: Vključenost odraslih v VŽU od leta 2011 do 2020, izbrane države EU

Država/ leto	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
EU 27	8,1	8,2	9,9	10,1	10,1	10,3	10,4	10,6	10,8	9,2
Danska	32,3	31,6	31,5	31,9	31,5	28	26,9	23,5	25,3	20,5
Nemčija	7,9	7,9	7,9	8	8,1	8,5	8,4	8,2	8,2	8,0
Estonija	11,9	12,8	12,6	11,6	12,4	15,7	17,2	19,7	20,2	17,1
Hrvaška	3,1	3,3	3,1	2,8	3,1	3	2,3	2,9	3,5	3,2
Italija	5,7	6,6	6,2	8,1	7,3	8,3	7,9	8,1	8,1	7,2
Madžarska	3,0	2,9	3,2	3,3	7,1	6,3	6,2	6	5,8	5,1
Avstrija	13,5	14,2	14,1	14,3	14,4	14,9	15,8	15,1	14,7	11,7
Slovenija	16,0	13,8	12,5	12,1	11,9	11,6	12	11,4	11,2	8,4
Slovaška	4,1	3,2	3,1	3,1	3,1	2,9	3,4	4	3,6	2,8
Finska	23,8	24,5	24,9	25,1	25,4	26,4	27,4	28,5	29	27,3
Švedska	25,3	27,0	28,4	29,2	29,4	29,6	30,4	31,4	34,3	28,6

Vir: EUROSTAT

Vključenost odraslih v VŽU je v tesni povezavi z izobrazbo in starostjo, kar je razvidno iz preglednic 7 in 8, ki prikazujeta podatke za iste države kot v preglednici 6 in povprečje EU 27, stopnjo vključenosti odraslih v VŽU glede na izobrazbo in starost (ANP 2010 in 2019). Razlike v deležih udeležbe v VŽU so med najbolj in najmanj izobraženimi izrazite v izbranih državah, kar velja tudi za Slovenijo. Odrasli, ki imajo več kot srednješolsko izobrazbo, se mnogo več izobražujejo kakor tisti, ki take izobrazbe nimajo. Raziskava PIAAC je pokazala, da so spretnosti, ki jih odrasli uporabljajo in krepijo zaradi življenja in dela, odvisne od več socio-demografskih dejavnikov in ne le od stopnje izobrazbe.<sup>29</sup>

Preglednica 7: Vključenost odraslih v VŽU po izobrazbi v deležih, izbrane države EU (ISCED)<sup>30</sup>

	2010					2019				
	Skupaj	ISCED 0-2	ISCED 3-4	ISCED 5-8	ISCED 5-8/0-2	Skupaj	ISCED 0-2	ISCED 3-4	ISCED 5-9	ISCED 5-8/0-2
EU 27	9,3	3,9	8,2	17,1	4,4	10,8	4,5	8,9	19	4,2
Danska	32,7	23,8	30,7	41,2	1,7	25,3	17,7	22,6	31,4	1,8
Nemčija	7,8	2,9	7,1	12	4,1	8,2	4,1	7	12,4	3,0
Estonija	11	2	7,7	18,6	9,3	20,2	9,2	14,7	29,2	3,2
Italija	6,2	1,3	8,1	16,1	12,4	8,1	2,1	8,8	18,3	8,7
Madžarska	3	0,7	2,9	5,3	7,6	5,8	2,5	4,8	10	4,0
Avstrija	13,8	4,6	12,7	26,1	5,7	14,7	5,7	10,8	24,5	4,3
Slovenija	16,4	3,5	15	28,9	8,3	11,2	2,3	7,7	20	8,7
Finska	23	9,8	21,2	31	3,2	29	16,8	24	36,4	2,2
Švedska	24,7	16	21,4	34,1	2,1	34,3	23,7	28,6	43,2	1,8

Vir: EUROSTAT

ISCED 5-8/0-2 v preglednici pomeni razmerje med udeleženci z izobrazbo ISCED 5-8 in udeleženci z izobrazbo 0-2. Izid kaže, da se je v Sloveniji v letu 2019 udeležilo katere koli oblike organiziranega izobraževanja ali učenja 8,7-krat več prebivalcev s terciarno izobrazbo kakor tistih z osnovnošolsko ali nižjo poklicno izobrazbo, medtem ko je to razmerje med Danci v letu 2020 1,7, na Švedskem 1,6, v Estoniji in na Madžarskem pa 3,7.

Starost je bila v dosedanjih empiričnih preučevanjih pomembna napovedovalka udeležbe prebivalstva v VŽU. Podatki kažejo, da s starostjo raven udeležbe prebivalstva v VŽU pada, vendar ne linearno in ne z enako jakostjo v posameznih državah; v Sloveniji je ta zelo izrazita.

Preglednica 8: Vključenost odraslih v VŽU po starosti, v odstotkih, izbrane države EU

Starostni razred	25-34 let		35-44 let		45-55 let		55-64 let	
	2010	2019	2010	2019	2010	2019	2010	2019
Leto	2010	2019	2010	2019	2010	2019	2010	2019
EU 28	15,8	17,9	9,3	11,6	7,5	9,7	4,6	6,7
Danska	42,6	34,7	32,6	25,6	31,2	22,5	25,1	18,3
Nemčija	17,4	18,2	6,7	7,4	5,3	5,3	3,0	3,3
Estonija	17,5	29,9	12,3	22,3	8,6	16,9	4,7	10,6
Hrvaška	9,8	9,7	1,7	3,1	0,5	1,4	0,1	0,5
Italija	13,1	15,3	5,3	7,6	4,4	6,6	2,5	4,8
Madžarska	7,4	9,7	2,7	5,9	1,3	5,2	0,3	2,5
Avstrija	23,0	24,4	14,1	15,1	11,4	12,1	6,7	7,6
Slovenija	29,6	18,1	17,4	12,1	11,1	9,6	6,4	6,0
Slovaška	6,4	5,9	2,7	3,9	1,6	3,0	0,7	1,5
Finska	33,7	37,8	25,4	31,8	21,6	27,3	13,0	19,3
Švedska	34,4	42,1	25,5	35,5	22,4	33,2	16,7	24,9

Vir: EUROSTAT

Podatki o vključenosti v VŽU glede na starost kažejo:

- pri odraslih (25-34 let) je bila stopnja vključenosti v VŽU v letu 2010 veliko višja (29,6 %) od povprečja EU (15,8 %) ter primerljiva s Švedsko (34,4 %) in Finsko (33,7 %). Do leta 2019 je v Sloveniji viden velik padec (18,1 %);
- pri odraslih v starostnih kategorijah 35-44, 45-55 in 55-64 let se je stopnja vključenosti v VŽU od leta 2010 do leta 2019 znižala, medtem ko se je povprečje EU 28 v navedenih kategorijah povišalo;
- pri odraslih (55-64 let) je Slovenija pod povprečjem EU 28.

### 5.1.2 Drugi kazalnik: Delež vključenosti odraslih v VŽU

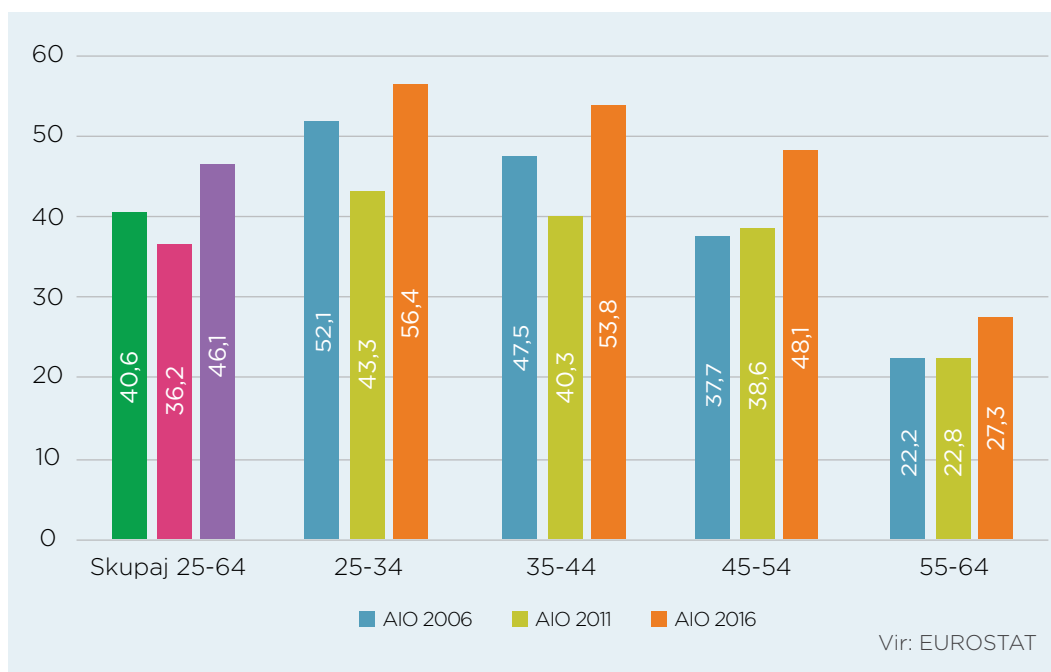
Ta kazalnik dobimo s pomočjo Ankete o izobraževanju odraslih (AIO), ki meri vključenost odraslih v VŽU v dvanajstih mesecih pred anketiranjem. V obdobju ReNPIO13-20 so bila merjenja vsaka tri do pet let.

V Sloveniji se je delež vključenosti odraslih v VŽU v starosti od 25 do 64 let s 36 % v letu 2011 povečal na 46 % v letu 2016.

Rezultati, pridobljeni z zadnjimi tremi anketiranjmi, kažejo, da smo cilj dosegli že leta 2016: 2006 (25-64 let): 40 %; 2011 (25-64 let): 36 %; 2016 (25-64 let): 46 %.

Iz slike 7 spodaj lahko razberemo, da najbolj zaostajamo pri vključevanju starejših v VŽU. Delež vključenih odraslih v VŽU se s starostjo občutno zmanjšuje. To posebej velja za starejše od 55 let, čeprav podatki na sliki za vse starostne skupine kažejo, da je stanje v letu 2016 znatno boljše od leta 2007 in 2011.

Slika 7: Udeležba odraslih v VŽU v 12 mesecih pred anketiranjem glede na starost, v letih 2006, 2011 in 2016, v deležih



## 5.2 Doseganje ciljev po prednostnih področjih

### 5.2.1 Prvo prednostno področje: splošno izobraževanje odraslih

Delež odraslih v starosti od 25 do 64 let, vključenih v splošno izobraževanje, se je s 5 % v letu 2011 povečal na več kot 8 % v letu 2020.<sup>31</sup>

## 5.2.2 Drugo prednostno področje: izobraževanje za dvig izobrazbene ravni

### A. Osnovnošolska izobrazba

Preglednica 9 spodaj kaže, da se je v letu 2019 delež prebivalstva, starejšega od 15 let, z nedokončano osnovnošolsko izobrazbo s 4,4 % v letu 2011 zmanjšal na 2,95 %.

Preglednica 9: Število in deleži prebivalcev, starejših od 15 let, z nedokončano osnovnošolsko izobrazbo v letih 2011 in 2019

<b>Prebivalci z nedokončano osnovnošolsko izobrazbo</b>			
Leto	Starost	Število	Delež
2011	15+	77.971	4,43
	15-64	31.396	2,21
	15-49	10.826	1,09
2019	15+	52.096	2,95
	15-64	17.597	1,30
	15-49	7.525	0,83

Vir: SURS

### B. Srednješolska izobrazba

Delež odraslih v starosti od 25 do 64 let z dokončano vsaj štiriletno srednješolsko izobrazbo se je s 57 % v letu 2011 povečal na 62,8 % v letu 2020. Preglednica 10 spodaj kaže število in deleže prebivalcev po starostnih skupinah.

Preglednica 10: Prebivalci po starostnih skupinah z vsaj štiriletno srednješolsko izobrazbo, v deležih za leto 2020

Starostna skupina	Delež štiriletne SŠ in več
25-29 let	80,1
30-34 let	77,0
35-39 let	72,4
40-44 let	66,7
45-49 let	61,1
50-54 let	56,0
55-59 let	50,8
60-64 let	42,6
<b>SKUPAJ</b>	<b>62,8</b>

Vir: SURS

Primerjava s povprečjem EU 28 in drugimi evropskimi državami kaže, da je v Sloveniji delež odraslih, starih od 25 do 64 let, z dokončano vsaj srednjo strokovno izobrazbo nad evropskim povprečjem. Podatki za leto 2017 so razvidni iz preglednice 11 spodaj.

Preglednica 11: Prebivalci s srednješolsko izobrazbo in več v deležih po državah za leto 2017

Država	Delež starih 25-64 let
EU 28	75
Danska	81
Nemčija	87
Estonija	90
Italija	63
Madžarska	54
Avstrija	86
Slovenija	90
Slovaška	91
Finska	89
Švedska	83

Vir: Education at a Glance 2020

### C. Terciarna izobrazba

Delež prebivalcev v starosti med 30 in 34 let z dokončano terciarno izobrazbo se je s 37,9 % leta 2011 povečal na 46,9 % leta 2020 in je presegel cilj (40 %) EU, ki je bil postavljen za leto 2020 (preglednica 12).

Preglednica 12: Delež prebivalcev (30–34 let) s terciarno izobrazbo: EU, Slovenija in izbrane države EU, v letih 2011 in 2020

Država	2011	2020
EU 27	33,4	40,9
Slovenija	37,9	46,9
Danska	41,3	49,8
Estonija	40,2	44,3
Hrvaška	23,9	34,7
Italija	20,4	27,8
Avstrija	23,6	41,6
Finska	46,0	49,6
Švedska	46,8	52,2

Vir: EUROSTAT

### 5.2.3 Tretje prednostno področje: usposabljanje za potrebe dela

Cilja, da se bo polovica brezposelnih vključila v programe za povečevanje zaposlitvenih zmožnosti, nismo dosegli. Deleži vključenih v ukrepe aktivne politike zaposlovanja (v nadaljnjem besedilu: APZ) so razvidni v preglednici 13, kjer je viden največji padec med letoma 2018 in 2019.

Preglednica 13: Brezposelni, vključeni v programe APZ, od leta 2012 do 2019

Število vključenih/ leto	2012	2013	2014	2015	2016	2017	2018	2019
Povprečno število brezposelnih	110.183	119.827	120.109	112.726	103.152	88.648	78.474	74.174
Vključeni v ukrepe APZ	29.191	38.654	37.728	22.960	20.386	25.038	31.615	27.715
Delež v %	26,5	32,3	31,4	20,4	19,8	28,2	40,3	37,4

Vir: MDDSZ, Letna poročila o ukrepih države na trgu dela

V letu 2019 se je v primerjavi z letom 2018 število vključitev v ukrepe APZ glede na povprečno število brezposelnih zmanjšalo za 2,9 odstotne točke (3.900 oseb), kar je predvsem posledica spremenjene strukture brezposelnih v evidencah zavoda, v katerih je ostajala težavna struktura brezposelnih, predvsem z večjimi potrebami po intenzivni obravnavi, saj te osebe pri vstopanju na trg dela ovira kombinacija različnih omejitev.

### 5.3 Mednarodna raziskava o spretnostih odraslih – PIAAC

Raziskava PIAAC je potekala pod okriljem OECD in se umešča v okvir uresničevanja Strategije o zmožnostih za delo (OECD Skills Strategy), ki jo je Svet ministrov OECD (MCM) sprejel maja 2012.

Rezultati v 39 državah, vključenih v tri kroge,<sup>32</sup> so objavljeni v publikaciji OECD Skills Studies Skills Matter Additional Results from the Survey on Adult Skills.<sup>33</sup> Raziskava je največja mednarodna raziskava o stanju in uporabi zmožnosti odraslih med 16. in 65. letom.

Podatki PIAAC so za Evropsko komisijo pomembni za oblikovanje ciljne vrednosti o spremljanju napredka v spretnostih odraslih v državah članicah. Podatki za 22 držav EU so vključeni v Adult Education and Training in Europe Eurydice Report 2020.<sup>34</sup> V letu 2014 so bili podatki za 17 držav že vključeni tudi v Education and Training Monitor.<sup>35</sup>

V raziskavi PIAAC se je s primerljivimi nalogami neposredno merila razvitost spretnosti za obdelavo informacij, to pomeni besedilne in matematične spretnosti ter spretnosti reševanja problemov v tehnološko bogatih okoljih. Pri tem se je želelo izvedeti čim več o tem, kako dobro odrasli rešujejo testne naloge, povezane z branjem, razumevanjem besedil, računanjem, reševanjem problemov z uporabo računalnika. Raziskava je med drugim pokazala, »kakšna je raven teh spretnosti pri aktivnem delu populacije od 16 do 65 let v primerjavi z drugimi državami«, »koliko teh spretnosti izkoristijo delodajalci« in tudi »kaj vpliva na razvoj in usihanje spretnosti in kako bi lahko te spretnosti prebivalstva še razvijali«. <sup>36</sup> Rezultati raziskave so pokazali, da so dosežki odraslih v Sloveniji na vseh področjih merjenih spretnosti pod povprečjem držav OECD in EU. Delež odraslih, ki dosegajo najnižje ravni spretnosti, je v Sloveniji večji, kakor je povprečje v državah OECD. Po drugi strani je delež odraslih, ki dosegajo najvišje ravni spretnosti, pod povprečjem OECD.

Rezultate za Slovenijo po ravneh besedilnih spretnosti v primerjavi z izbranimi državami in povprečjem OECD kaže preglednica 14. Primerjava dosežkov sodelujočih držav je razvidna iz preglednice 16 v prilogi 4. Dosežki odraslih v besedilnih spretnostih so prikazani s petstopenjsko lestvico.<sup>37</sup>



Preglednica 14: Deleži odraslih po ravneh v besedilnih spretnostih v Sloveniji v primerjavi z državami in povprečjem OECD

Države	Pod 1. ravnjo	1. raven	2. raven	3. raven	4/5. raven <sup>38</sup>
Italija	5,5	22,2	42,0	26,4	3,3
Madžarska	4,3	14,2	38,7	35,4	6,6
Avstrija	2,5	12,8	37,2	37,3	8,4
Nemčija	3,3	14,2	33,9	36,4	10,6
Danska	3,8	11,9	34,0	39,9	10,0
Republika Slovaška	1,9	9,7	36,2	44,4	7,4
Estonija	2,01	11,00	34,27	40,60	11,73
<b>Slovenija</b>	<b>6,0</b>	<b>18,9</b>	<b>37,7</b>	<b>31,2</b>	<b>5,6</b>
Švedska	3,68	9,58	29,08	41,57	16,08
Finska	2,66	7,95	26,50	40,70	22,19
Madžarska	4,3	14,2	38,7	35,4	6,6
<b>povprečje OECD</b>	<b>4,8</b>	<b>15,0</b>	<b>34,3</b>	<b>34,6</b>	<b>10,1</b>

Vir: Survey of Adult Skills (PIAAC, OECD, 2018)<sup>38</sup>

Deleži odraslih v Sloveniji, ki so dosegli prvo raven in manj pri besedilnih in matematičnih spretnostih ter reševanju problemov v tehnološko bogatih okoljih v sodelujočih državah, in povprečje OECD so razvidni iz slike 8 v prilogi 4. Praviloma so odrasli, ki so dosegli nizke matematične spretnosti, dosegli tudi nizke besedilne spretnosti. Obstajajo primeri, kjer so dosegli najnižje ravni samo pri besedilnih ali samo pri matematičnih spretnostih (slika 8 v prilogi 4). Upoštevanje teh ugotovitev je pomembno pri načrtovanju programov izobraževanja odraslih.

V Sloveniji je 18,4 % odraslih (povprečje OECD je 14,6 %) izjavilo, da nima izkušenj z računalniki oziroma osnovnega računalniškega znanja. Izmed odraslih, ki imajo izkušnje z računalnikom, je bilo 49,2 % takih, ki so dosegli le prvo raven ali manj pri reševanju problemov v tehnološko bogatih okoljih (povprečje OECD je 42,9 %). Na prvi ravni so bili odrasli sposobni uporabljati le splošno razširjene in znane tehnološke aplikacije, kot so za e-pošta in spletni brskalniki, ter reševati probleme, ki vključujejo malo korakov, preprosto sklepanje in malo ali nič navigacije med različnimi aplikacijami. V Sloveniji se 6,3 % odraslih (povprečje OECD je 9,6 %) ni odločilo za računalniško testiranje. To je razvidno iz slike 9 v prilogi 4.

## 6. Izzivi za ReNPIO 2022-2030

Analiza uresničevanja ReNPIO13-20, raziskava PIAAC, druge študije in predlogi vključenih ministrstev, socialnih partnerjev, strokovne javnosti, izvajalcev in drugih deležnikov so pokazali na izzive v izobraževanju odraslih v RS, na katere bodo usmerjene politike z ukrepi na ravni države do leta 2030:

1. Vključevanje odraslih v VŽU, s poudarkom na ranljivih skupinah, saj se v večji meri vključujejo bolj izobraženi oziroma tisti, ki imajo dokončano najmanj štiriletno srednješolsko izobrazbo.
2. Razvoj različnih oblik učenja, izobraževalnih programov in dejavnosti ter novih pristopov do ranljivih skupin, kot so:
  - a. starejši odrasli: krepitev različnih oblik izobraževanja ne glede na status in spodbujanje vključevanja v VŽU; razvoj in izvajanje novih modelov medgeneracijskega sodelovanja in prenos znanja med generacijami;
  - b. mlajši odrasli, ki zgodaj opustijo šolanje, in osipniki;
  - c. invalidi, odrasli s posebnimi potrebami, osebe na prestajanju kazni in drugi ne glede na status;
  - d. socialno izključeni brezposelni: dolgotrajno brezposelni, starejši (50 let in več), brezposelni z nizko izobrazbo (dokončano osnovnošolsko izobraževanje ali manj) in mladi (od 15 do 29 let).
3. Osnovnošolsko izobraževanje odraslih: posodobitev izhodišč in izobraževalnega programa osnovna šola za odrasle ter zvišanje števila odraslih, ki ta program uspešno končajo.
4. Srednješolsko izobraževanje odraslih: pridobitev novega poklica za večjo zaposljivost, razvoj novih pristopov, orodij in programov usposabljanja strokovnih delavcev za prilagajanje izvajanja izobraževalnih programov v izrednem izobraževanju vključno z izvajanjem praktičnega izobraževanja pri delodajalcih in priznavanjem predhodno pridobljenega znanja.
5. Javnoveljavni izobraževalni programi za odrasle: na podlagi Izhodišč za pripravo javnoveljavnih izobraževalnih programov za odrasle (2020) se pripravijo modularne oblike programov ter k razvoju povabijo ministrstva.
6. Programi za razvoj in krepitev temeljnih zmožnosti in splošne izobraženosti: razvoj novih programov in povečanje deleža vključenih, saj pomembno pripomorejo k osebnemu razvoju posameznika, večji zaposljivosti in krepijo družbeno vključenost in delovanje.
7. Priznavanje neformalno ali priložnostno pridobljenega znanja: razvoj novih usmeritev in orodij, povezovanje usmeritev na sistemski ravni z

upoštevanjem mednarodnih strokovnih smernic in evropskih priporočil. Razvijanje modelov priznavanja temeljnih zmožnosti v nadaljnjem izobraževanju.

8. Karierni centri v višjem strokovnem izobraževanju: strokovno razvijanje področja in umestitev v sistem višjih strokovnih šol.
9. Izpopolnjevanje zaposlenih v vseh sektorjih: spodbujanje dodatnega strokovnega izpopolnjevanja vseh zaposlenih ter krepitev sodelovanja z delodajalci zaradi pospešene priprave novih programov in izvajanja s prilagajanjem na nagle spremembe na trgu dela.
10. Usposabljanje strokovnih delavcev in izobraževalcev odraslih: krepitev kakovosti in inovativnosti za izvajanje vseh programov in dejavnosti, usklajeno s strokovnimi smernicami in novosprejetimi strateškimi in programskimi dokumenti na evropski in državni ravni. Razvoj modelov in gradiv za izobraževanja odraslih na daljavo glede na potrebe v posameznih programih.
11. Raziskave, temeljne in aplikativne: povečanje števila raziskav, evalvacijskih študij in analiz za področje glede na obdobje preteklega ReNPIO, ko je bilo izvedenih malo raziskav.
12. Razvojno delo: ustrezno spodbujanje razvojnega dela na različnih ravneh, na državni ravni in v izvajalskih organizacijah, za razvoj kakovosti različnih področij v izobraževanju odraslih.
13. Spletna orodja za spremljanje in drugo podporo področju: nadgradnja podatkovne baze in načinov zbiranja podatkov za spremljanje izvajanja programov in dejavnosti v ReNPIO 2022-2030.
14. Upravljanje in partnerstvo: povezovanje med državno, regionalno in lokalno ravni s krepitvijo dialoga v procesu ugotavljanja izobraževalnih potreb, pri načrtovanju in izvajanju ukrepov ReNPIO 2022-2030 na področju razvoja človeških virov.

Poleg navedenih je treba pri snovanju tega dokumenta upoštevati tudi širše izzive, kot so:

- hitro spreminjajoče se razmere v svetu, povezane s tako imenovanimi velikimi spremembami, digitalizacijo, globalizacijo, demografskimi spremembami in okoljsko ogroženostjo;
- uravnavanje ciljev pridobivanja znanja in spretnosti med potrebami dela in osebnim razvojem posameznikov ter njihove družbene angažiranosti, saj lahko usmerjenost zgolj v zadovoljevanje potreb trga dela osiromaši pridobivanje tistih temeljnih zmožnosti, ki tudi zunaj sveta dela bogatijo in osmišljajo življenje tako prebivalcev kot posameznikov kakor tudi skupnosti; ter
- izboljšanje upravljanja vseh segmentov, ki tako ali drugače vplivajo na izobraževanje in usposabljanje odraslih.



# Nacionalni program izobraževanja odraslih 2022-2030

## 1. Cilji ReNPIO 2022-2030

Cilji na področju izobraževanja odraslih v Republiki Sloveniji, ki se uresničujejo na podlagi ReNPIO 2022-2030, so:

1. Povečati vključenost odraslih v VŽU.
2. Zvišati raven temeljnih zmožnosti in izboljšati splošno izobraženost odraslih.
3. Zvišati izobrazbeno raven odraslih.
4. Povečati usposobljenost prebivalstva za uspešno odzivanje na potrebe trga dela.
5. Okrepiti razvoj in raziskave na področju izobraževanja odraslih.
6. Izboljšati in okrepiti dejavnosti na področju izobraževanja odraslih.<sup>39</sup>

## 2. Ciljne skupine

Ciljna skupina so odrasli prebivalci, ki so izpolnili osnovnošolsko obveznost oziroma so stari vsaj 15 let, v skladu z zasnovo vseživljenjskega učenja tega nikdar ne končajo ne glede na starost ali stopnjo izobrazbe.

Ciljna skupina v javnoveljavnih izobraževalnih programih za odrasle in neformalnih izobraževalnih programih so vsi odrasli ne glede na starost in status.

Ciljna skupina pri pridobivanju javnoveljavne izobrazbe so odrasli, ki se izobražujejo po programih osnovnošolskega, poklicnega, srednješolskega strokovnega, gimnazijskega in višješolskega strokovnega izobraževanja.

Ciljne skupine ReNPIO 2022-2030 so:

1. odrasli z nizko razvitimi temeljnimi zmožnostmi<sup>40</sup> ne glede na zaposlitveni položaj, starost oziroma druge značilnosti;
2. odrasli, ki potrebujejo izboljšanje splošne izobraženosti za osebne potrebe in reševanje izzivov skupnosti;
3. odrasli, ki potrebujejo nadaljnje poklicno oziroma strokovno izpopolnjevanje ali usposabljanje v skladu s potrebami trga dela;
4. mlajši odrasli, ki zgodaj opustijo šolanje, in osipniki;
5. starejši (65+)<sup>41</sup> in
6. odrasli, ki imajo omejene možnosti dostopa do družbenih, kulturnih, gospodarskih in izobraževalnih dobrin.<sup>42</sup>

Opredelitev ciljnih skupin v ukrepih posameznih politik oziroma ministrstev sledi razvojnemu ciljem države in podrobnejšim analizam na ravni posameznih politik.

### 3. Krovni kazalniki ReNPIO 2022-2030

V ReNPIO 2022-2030 je za uresničevanje in merjenje učinkov zastavljenih več kazalnikov. Trije krovni so povzeti po ciljnih vrednostih Evropske unije (v nadaljevanju: EU). Prva dva zagotavljata primerljivost na ravni države za pretekla obdobja izvajanja nacionalnih programov izobraževanja odraslih in mednarodno primerljivost. Tretji krovni kazalnik se uvaja na novo za doseganje zastavljenih ciljev EU v stebru socialnih pravic,<sup>43</sup> kjer ima izobraževanje in usposabljanje ključno vlogo.<sup>44</sup>

Krovni kazalniki:

#### 1. Iz raziskovanja Aktivno in neaktivno prebivalstvo (ANP4t)

Stopnja udeležbe prebivalstva v starosti od 25 do 64 let v VŽU se bo z 8,4 % v letu 2020 povečala na 19 % v letu 2030.<sup>45</sup>

#### 2. Iz Ankete o izobraževanju odraslih (AIO)

Stopnja udeležbe prebivalstva v starosti od 25 do 64 let v VŽU se bo s 46 % v letu 2016<sup>46</sup> povečala na 66 % v letu 2030.<sup>47</sup>

### 3. Iz raziskovanja Aktivno in neaktivno prebivalstvo (ANP12m)

Stopnja udeležbe prebivalstva v starosti od 25 do 64 let v VŽU se bo iz preračunane vrednosti 40,3 % v letu 2016 povečala na 60 % v letu 2030.<sup>48</sup>

Za uresničevanje ciljev in doseganje krovnih kazalnikov ReNPIO 2022-2030 so odgovorni pristojna ministrstva in strokovni organi ter izvajalci, ki bodo načrtovali, razvijali in izvajali programe in dejavnosti na področju izobraževanja odraslih. To so: organizacije za izobraževanje odraslih, organizacije, ki opravljajo dejavnosti v okviru zdravstvene vzgoje in drugih preventivnih ukrepov, organizacije, ki izvajajo izobraževanje s področja kmetijske dejavnosti, organizacije s področja kulture ter razvojno-raziskovalne organizacije, javni skladi, javne agencije, zbornice, zveze in nevladne organizacije.

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## 4. Prednostna področja, ukrepi in kazalniki

ReNPIO 2022-2030 opredeljuje pet prednostnih področij, ki so enakovredna in med seboj povezana.

Prednostna področja ReNPIO 2022-2030 so:

1. splošno neformalno izobraževanje odraslih,
2. izobraževanje za pridobitev izobrazbe,
3. strokovno usposabljanje in izpopolnjevanje za potrebe dela,
4. raziskave in razvoj,
5. dejavnosti na področju izobraževanju odraslih.

Peto prednostno področje podpira vsebino in izvajanje prvih štirih prednostnih področij. V četrtem prednostnem področju so opredeljene sistemske razvojne dejavnosti v državi, razvoj posameznih izobraževalnih programov pa se umešča v prva tri prednostna področja. V tretjem prednostnem področju sta v APZ umeščena tudi karierna orientacija in svetovanje brezposelnim (VKO), zaradi vsebinske povezave z izvajanjem ukrepov APZ.

## 4.1 Prvo prednostno področje: splošno neformalno izobraževanje odraslih

Splošno neformalno izobraževanje odraslih je izrazito večrazsežnostno; vključuje izobraževanje in učenje za izvajanje aktivnega državljanstva; vpliva na posameznikov celostni razvoj, sobivanje z drugimi in drugačnimi, preprečevanje neenakosti v možnostih za izobraževanje in razvoj individualne ustvarjalnosti. Krepi tudi osebne in družbene vezi, ki izhajajo iz skupnih dejavnosti, ciljev, vrednot in kulturne dediščine v najširšem pomenu. Tako se odrasli lažje prilagajajo družbenim in gospodarskim spremembam, kar pozitivno vpliva na trajnostni razvoj, krepi lokalno pripadnost in udejstvovanje ter pripomore k razvoju globalnega državljanstva.

Učinki sodelovanja odraslih v splošnem neformalnem izobraževanju so različni za posameznika in družbo oziroma skupnost. Krepijo posameznikov nadzor nad potekom življenja, saj si oblikujejo stališča in krepijo socialni kapital, kar pozitivno vpliva na njihovo zdravje, družinsko življenje in delo (raziskava Bell, 2012, str. 122). Splošno neformalno izobraževanje odraslih je namenjeno vsem odraslim ne glede na doseženo raven izobrazbe.

To področje zahteva strokovno in organizacijsko sodelovanje različnih izvajalcev izobraževanja odraslih vključno z nevladnimi organizacijami s tradicijo razvoja in izvajanja izobraževanja odraslih in drugih deležnikov na državni in lokalni ravni.

Prvo prednostno področje vključuje razvoj in izvajanje javnoveljavnih izobraževalnih programov za odrasle, po katerih se ne pridobi javnoveljavna izobrazba, in razvoj ter izvajanje neformalnih izobraževalnih programov za odrasle (ZIO-1, 6. člen), ki temeljijo na načelih in ciljih javnega interesa na področju izobraževanja odraslih.

Razvito splošno neformalno izobraževanje lahko odgovarja na dva ključna izziva, s katerimi se sooča Slovenija:

1. Hitro starajoča se družba narekuje učenje in izobraževanje starejših, s poudarkom na izboljšanju digitalnih spretnosti.
2. Velik delež odraslih z najnižjimi dosežki v besedilnih, matematičnih spretnostih in spretnosti reševanja problemov v tehnološko bogatih okoljih zahteva izboljšanje pogojev, oblikovanje kakovostnih programov in učinkovitih modelov za vključevanje v VŽU.

#### 4.1.1 Javnoveljavni izobraževalni programi za odrasle, po katerih se ne pridobi javnoveljavna izobrazba

Po ciljih in vsebini se ti programi ločijo na dve skupini.

##### a. Javnoveljavni izobraževalni programi za zviševanje ravni pismenosti in temeljnih zmožnosti

Za razvoj celovite podpore ranljivim skupinam odraslih je ključen razvoj programov za doseganje višjih ravni pismenosti in temeljnih zmožnosti. Programi so del načrtnih prizadevanj za dolgoročno izboljšanje teh spretnosti odraslih, ki med rednim izobraževanjem oziroma pozneje v življenju niso imeli priložnosti za zadosten razvoj ali ohranjanje teh spretnosti. Raven pismenosti<sup>49</sup> in temeljnih zmožnosti, ki jih potrebujejo odrasli, da so lahko življenjsko uspešni v sodobni družbi, se spreminjajo z družbenim razvojem.

K razumevanju in oceni stanja in potreb je ključno pripomogla mednarodna raziskava (OECD, PIAAC 2016), ki je za Slovenijo pokazala, da tretjina oziroma več kot 400.000 odraslih v Sloveniji dosega nižje ravni spretnosti kakor odrasli v razvitih državah OECD.<sup>50</sup> Izsledki raziskave, dosedanja razvoj izobraževalne ponudbe za razvoj pismenosti in temeljnih zmožnosti ter izobraževalna praksa kažejo, da je pomembno razvijati različne programe in jih prilagajati sprotnim potrebam ciljnih skupin, če želimo dosegati dolgoročne učinke izobraževanja. Za oblikovanje in pripravo ustreznih in kakovostnih izobraževalnih programov smo v Sloveniji pripravili Izhodišča za pripravo javnoveljavnih izobraževalnih programov za odrasle (2020, tč. 3.1).

##### b. Javnoveljavni izobraževalni programi za odrasle za izboljšanje splošne izobraženosti

Razvoj teh programov zagotavlja ravnotežje med programi, ki izhajajo iz potreb posameznika oziroma različnih potreb ciljnih skupin odraslih, in programi, ki so namenjeni reševanju izzivov v skupnosti oziroma družbi. Za odločanja o vsebinskih področjih in spodbujanju priprave programov za izboljšanje splošne izobraženosti je pomembno razumevanje ciljev in namena splošne izobraženosti.

Cilj splošne izobrazbe je »razumevanje samega sebe in sveta, v katerem živimo, za razliko od specialistične in poklicne izobrazbe, katere namen



je poglobljeno poznavanje in obvladovanje nekega specifičnega korpusa znanja in z njim povezanih veščin ter njihova aplikacija na nekem teoretičnem in praktičnem področju» (Kodelja, 2004, str. 38).<sup>51</sup>

Razvoj programov za izboljšanje splošne izobraženosti upošteva uravnoteženost vsebinskih področij, kot so:

- osebni razvoj, zdravje in zdrav življenjski slog;
- narava, okolje in trajnostni razvoj;
- narodna pripadnost (narodna identiteta, kultura, kulturna in zgodovinska dediščina in podobno);
- evropska in svetovna kultura in kulturna dediščina (poznavanje in strpnost do drugih kultur, globalizacija in podobno);
- sodelovanje v skupnosti (aktivno državljanstvo, razvoj in posebnosti skupnosti, poznavanje pravnega sistema, državnih institucij, vloga civilne družbe in podobno);
- medgeneracijsko sodelovanje in podobno (Izhodišča za pripravo javnoveljavnih izobraževalnih programov za odrasle, 2020, tč. 3.2).

#### 4.1.2 Neformalni izobraževalni programi za odrasle, po katerih se ne pridobi izobrazba

Neformalni izobraževalni programi za odrasle nastanejo na temelju prepoznanih potreb posameznikov in skupnosti ter sledijo skupno določenim ciljem, vplivajo na reševanje okoljskih in demografskih vprašanj ter drugih velikih družbenih sprememb. Pri odraslih ustvarjajo novo znanje, krepijo individualno in skupnostno identiteto ter so pot v inovativne družbene in kulturne prakse. Preprečujejo tudi zanemarjanje družbenega kapitala (na primer znanja starejših in/ali prebivalcev v kraju, pa tudi ranljivih skupin) in ga krepijo, prav tako krepijo avtonomnost ciljnih skupin, lajšajo težave posameznika in skupnosti, spreminjajo vedenje in delovanje odraslih za zdravo, sodelujoče, ustvarjalno in dostojno življenje. Namenjeni so vsem odraslim.

Starajoča se družba, v kateri je skupina starejših najštevilnejša, ne more brez delovanja in sodelovanja različnih generacij, družbenih skupin in skupnosti in podobno. Rezultati so več znanja in spretnosti, več sodelovanja v kohezivni družbi, več ustvarjenega bogastva, več družbeno-kulturnih sprememb, večji pretok znanja, manjša finančna obremenjenost celotne družbe.

Razvoj neformalnih izobraževalnih programov za odrasle upošteva posameznika in skupnosti ter uravnoteženost vsebinskih področij, ki so v pristojnosti različnih politik oziroma ministrstev:

- pridobivanje in zviševanje ravni pismenosti in temeljnih zmožnosti,
- izboljšanje splošne izobraženosti,
- medgeneracijsko sodelovanje,
- spodbujanje aktivnega državljanstva in družbeno odgovornega ravnanja,
- graditev skupnosti in delovanje v njej,
- skupnostno učenje, ki omogoča povezanost učenja s spremembami v okolju,
- trajnostni razvoj in krožno gospodarstvo,
- zdrav življenjski slog,
- ohranjanje in krepitev narodne identitete,
- krepitev kulturne zavesti in izražanja, medkulturnega dialoga in sobivanja različnih kultur in podobno.

### Ukrepi:

1. razvijanje in izvajanje javnoveljavnih izobraževalnih programov za odrasle, po katerih se ne pridobi javnoveljavna izobrazba za zviševanje ravni pismenosti in temeljnih zmožnosti ter izboljšanje splošne izobraženosti; ti programi so povezani z naslednjimi vsebinami različnih področij za krepitev tako imenovanih spretnosti za življenje.<sup>52</sup>
  - bralna pismenost;
  - trajnostni razvoj, zaščita okolja, blažitev podnebnih sprememb in prilagajanje nanje, krožno gospodarstvo in podobno;
  - energijska pismenost;
  - finančna pismenost;
  - medijska pismenost;
  - aktivno državljanstvo;
  - digitalna pismenost;
  - preventivni programi s področja zdravja in izboljšanje zdravstvene pismenosti;
  - prometna varnost;

- kmetijska dejavnost in dejavnosti za razvoj podeželja in podobno;
  - kulturna pismenost, kulturno-umetnostna vzgoja, kulturna zavest in izražanje ter ustvarjalne industrije in podobno;
  - jezikovno izobraževanje odraslih v zvezi z jezikovnimi viri in tehnologijami;
  - jezikovno usposabljanje za izboljšanje jezikovnih zmožnosti, vključno z učenjem slovenskega jezika kot drugega jezika;
  - solidarnost, sodelovanje in izmenjave znanja in izkušenj med generacijami;
  - razvoj kritičnega mišljenja, demokratičnega sodelovanja v družbenih procesih in družbeno odgovornega ravnanja;
  - krepitev spretnosti in dejavnosti za družbeno vključenost;
  - razvoj spretnosti starejših za vključevanje v VŽU;
  - razvoj spretnosti delodajalcev za krepitev vključevanja v VŽU;
  - krepitev sodelovanja v skupnosti,
  - skupnostno učenje;
  - zdrav življenjski slog;
  - ohranjanje in krepitev narodne identitete;
  - medkulturni dialog in sobivanja različnih kultur in podobno.
2. sodelovanje z ministrstvi, vladnimi službami in uradi, izvajalci, gospodarskimi in drugimi združenji, nevladnimi organizacijami, samoupravnimi lokalnimi skupnostmi in drugimi deležniki za razvoj in izvajanje teh programov;
  3. zagotavljanje zbiranja podatkov za spremljanje vključevanja v javnoveljavne izobraževalne programe za odrasle, po katerih se ne pridobi javnoveljavna izobrazba;
  4. oblikovanje standardov in normativov za izvajanje javnoveljavnih izobraževalnih programov za odrasle in neformalnih izobraževalnih programov za odrasle;
  5. razvijanje pristopov za ocenjevanje in presojanja znanja ter spretnosti z ugotavljanjem potreb po nadaljnjem izobraževanju in zaposlovanju;
  6. zagotovitev razmer za večje vključevanje starejših nad 65 let v katero koli obliko organiziranega izobraževanja in učenja;

7. razvijanje didaktičnih in metodičnih prilagoditev za uporabo digitalne tehnologije za izobraževanje na daljavo in izvajanje teh programov na daljavo;
8. zagotovitev svetovanja izvajalcem programov in krepitev izmenjavo dobrih praks;
9. zagotovitev dostopnosti do izobraževanja v vseh statističnih regijah;
10. razvijanje in uvajanje novih izobraževalnih pristopov in animacij za manj izobražene; na primer osebno mentorstvo, za starejše odrasle in ranljive skupine (na primer migrante, osebe na prestajanju kazni, osebe s posebnimi potrebami, osipnike);
11. povezovanje vsebin programov z življenjskimi in delovnimi potrebami;
12. načrtovanje in izvajanje kampanje o ozaveščanju posameznikov, podjetij in skupnosti o pomenu razvitih spretnosti (s poudarkom na bralnih, matematičnih in digitalnih spretnostih) za osebni razvoj in delo;
13. krepitev dejavnosti nevladnih organizacij za večje vključevanje starejših v VŽU s poudarkom na pridobivanju in izboljšanju digitalnih spretnosti, prenosu znanja med generacijami, vključevanju v svetovalno dejavnost za odrasle za načrtovanje individualne učne poti in drugo;
14. zagotavljanje ustrezne IKT-opreme, učnih pripomočkov in infrastrukture za učenje v tradicionalni obliki in na daljavo.

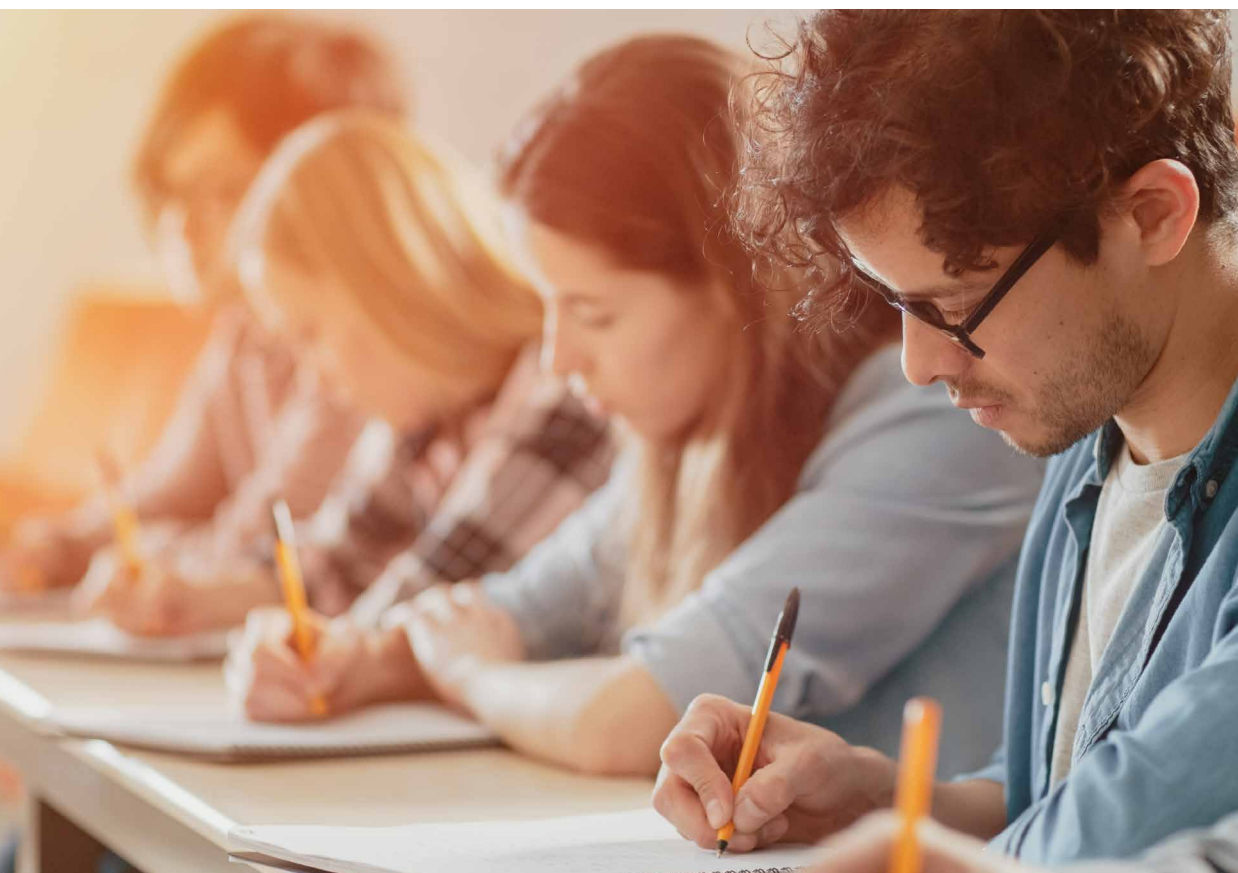
#### Kazalniki prvega prednostnega področja:

1. V javnoveljavne izobraževalne programe za odrasle, po katerih se ne pridobi javnoveljavna izobrazba, se bo vključilo najmanj 70 % več odraslih kakor leta 2019.
2. Delež odraslih v starosti od 24 do 65 let z najnižjimi dosežki v besedilnih in matematičnih spretnostih se bo znižal z 31 % (PIAAC 2016) na manj kot 20 %.
3. Vključenost odraslih v starosti od 55 do 64 let v katero koli obliko organiziranega izobraževanja se bo s 27 % (AIO 2016) povečala na 35 % (AIO 2028).

4. Vključenost starejših odraslih v starosti od 65 do 74 let v VŽU se bo s 4,0 % (ANP4t 2019) povečala na 5,5 % (ANP4t 2030).
5. Vključenost nižje kvalificiranih odraslih v starosti od 25 do 64 let (ISCED 0-2) v VŽU v zadnjih 12 mesecih bo vsaj 30 % do 2030.<sup>53</sup>
6. Delež odraslih v starosti od 16 do 74 let z doseženimi najmanj temeljnimi digitalnimi spretnostmi bo 70 % do leta 2030.<sup>54</sup>

## 4.2 Drugo prednostno področje: izobraževanje za pridobitev izobrazbe

V procesu izobraževanja za pridobitev izobrazbe posameznik pridobiva znanje, spretnosti in zmožnosti osnovnošolske, srednješolske, višje in visokošolske izobrazbe za napredovanje po izobrazbenih ravneh. S splošnoizobraževalnimi vsebinami si pridobi tudi jezikovna, naravoslovna, tehnična, kulturna, umetniška, družbena znanja in digitalne spretnosti ter spretnosti za trajnostni razvoj, kar mu zagotavlja lažje lotevanje vsakdanjih izzivov in krepi vseživljenjsko naravnost k učenju.



Analize izobraževanja v povezavi s trgom dela kažejo, da ustrezna formalna izobrazba omogoča pridobivanje široko prenosljivih kvalifikacij, večjo stabilnost ohranjanja delovne aktivnosti in zaposljivost posameznikov. Zato je eden temeljnih izobraževalnih ciljev držav članic EU čim večjemu številu prebivalcev zagotoviti dostop do različnih učnih in izobraževalnih priložnosti, kar pomeni tudi spodbujanje vključevanja v programe formalnega izobraževanja.

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### 4.2.1 Osnovnošolska izobrazba

Stanje na področju osnovnošolske izobrazbe odraslih je skrb vzbujajoče tako glede števila in sestave vključenih kakor glede njihove uspešnosti. Razlogi so različni: različne situacijske in organizacijske ovire ter zmanjšana motivacija za učenje. To narekuje prilagoditve vsebin in izvedbe programa, ki sledijo potrebam in značilnostim teh odraslih. Zaradi majhnega števila vpisanih in tistih, ki izobraževanje neuspešno končajo, so potrebne ustrezne spremembe.

Vključevanje mlajših odraslih, ki niso zaključili osnovnošolskega izobraževanja, v program OŠO je nujnost, saj je to pogoj za vključitev v nadaljnje izobraževanje za pridobitev poklica in razvoj poklicne kariere. Pri starejših odraslih je pridobitev osnovnošolske izobrazbe pogosto ključno za večjo zaposljivost in ohranitev zaposlitve.

#### Ukrepi:

1. prenovitev izhodišč in programa OŠO, ob upoštevanju zelenega in digitalnega prehoda;
2. oblikovanje spodbud za krepitev motivacije za uspešno dokončanje osnovnošolske obveznosti in vključevanje v nadaljnje izobraževanje;
3. razvijanje in vpeljava novih pristopov vključno s pristopi izobraževanja na daljavo;
4. vzpostavitev podpornih mehanizmov za odpravo ovir pri vključevanju beguncev oziroma migrantov, Romov in drugih ranljivih skupin;
5. razvijanje učnih in drugih gradiv za udeležence, strokovne delavce in organizatorje izobraževanja odraslih.

## 4.2.2 Srednješolska izobrazba

V Sloveniji ima 62,8 % prebivalcev v starosti 25–64 let dokončano vsaj štiriletno srednješolsko izobrazbo (SURS, 2020). Več raziskav in analiz v zadnjih desetletjih potrjuje, da se posamezniki na tej ravni izobrazbe zavedajo potrebe po nadaljnjem vključevanju v VŽU. Zviševanje ravni izobrazbe prebivalstva na najmanj štiriletno srednješolsko raven (SOK 5) je zato ključno.

### Ukrepi:

1. oblikovanje pogojev in spodbud za vključevanje v izobraževalne programe ter za uspešno dokončanje začetega izobraževanja;
2. izvedba analize izvajanja izrednega srednješolskega izobraževanja vključno z izvajanjem poklicnega izobraževanja pri delodajalcih;
3. prenova navodil za prilagajanje izvajanja v izrednem izobraževanju;
4. oblikovanje standardov in normativov za izvajanje izobraževalnih programov za pridobitev izobrazbe in programov za usposabljanje in izpopolnjevanje;
5. vzpostavitev učinkovitega partnerstva med izvajalci in socialnimi partnerji, vključenimi v procese izvajanja poklicnega in srednješolskega izobraževanja, vključno z vajeništvom;
6. razvijanje in uvajanje novih pristopov, tudi za tehnološko podprto izobraževanje, ob upoštevanju zelenega in digitalnega prehoda;
7. razvijanje modelov in oblik izobraževanja na daljavo;
8. vzpostavitev pogojev in instrumentov za sofinanciranje pridobivanja srednješolske izobrazbe in
9. razvijanje učnih in drugih gradiv za udeležence, strokovne delavce in organizatorje izobraževanja odraslih;
10. sofinanciranje pridobitve srednješolske izobrazbe oziroma nove poklicne izobrazbe na različnih ravneh, vključno z mojstrskimi, delovodskimi izpiti, v skladu z ugotovljenimi potrebami.

### 4.2.3 Višja strokovna izobrazba

Višješolsko strokovno izobraževanje je del terciarnega izobraževanja. To je praktično usmerjen študij, ki temelji na potrebah delodajalcev. Njegov temeljni namen je preseganje neravnovesij na trgu dela, ki zahtevajo poglobljanje strokovnega znanja na tej ravni.

Podlaga za pripravo višješolskih študijskih programov so poklicni standardi, ki določajo poklicne zmožnosti, kakršne v dialogu s socialnimi partnerji določi minister, pristojen za delo. Višješolski študij je praktično usmerjen, saj temelji na jasno določenih potrebah delodajalcev. Praktično izobraževanje študentom omogoča neposreden stik z delodajalci in pridobivanje potrebnih delovnih izkušenj v času študija. Višješolski študijski programi so ovrednoteni s 120 kreditnimi točkami.

#### Ukrepi:<sup>55</sup>

1. analiziranje stanja in prilagoditev izvedbe višješolskih študijskih programov v izrednem izobraževanju;
2. posodobitev višješolskih študijskih programov s poudarkom na odprtem kurikulumu, ob upoštevanju zelenega in digitalnega prehoda;
3. razvijanje postopkov za vrednotenje neformalno pridobljenega znanja in spretnosti;
4. razvijanje modelov in oblik tehnološko podprtega izobraževanja ter izvajanje programov na daljavo;
5. krepitev praktičnega izobraževanja pri delodajalcih;
6. krepitev socialnega partnerstva;
7. sofinanciranje pridobitve višješolske izobrazbe vključno s pridobitvijo novega poklica na isti izobrazbeni ravni in
8. razvijanje učnih in drugih gradiv za udeležence in strokovne delavce.

#### Kazalnika drugega prednostnega področja:

1. Delež vključenih odraslih v program OŠO v starosti od 45 do 55 let se bo od leta 2020 do leta 2030 vsako leto povečal za 2 % glede na predhodno leto.
2. Delež odraslih v starosti od 25 do 64 let z dokončano najmanj štiriletno srednjo strokovno izobrazbo se bo z 62,8 % v letu 2019 povečal na 68 % v letu 2030.



### 4.3 Tretje prednostno področje: strokovno usposabljanje in izpopolnjevanje za potrebe trga dela

Kakovost življenja ljudi in uravnotežen trajnostni razvoj sta odvisna najmanj od vključujočega trga dela, kakovostnih delovnih mest in krepitev tega znanja in spretnosti posameznikov skozi vse življenje. Hiter tehnološki razvoj zahteva hitro prilagajanje delovnih mest z nenehnim izboljševanjem in razvojem znanja in spretnosti.

To področje po eni strani krepi inovativnost, produktivnost in konkurenčnost gospodarstva, po drugi pa spodbuja in krepi osebni razvoj posameznikov, njihovo prilaganje in dejavno vključevanje v družbo skozi vsa življenjska obdobja. Tem ciljem lahko sledimo, če zagotovimo: dovolj širok nabor splošnega in poklicnega znanja ter spretnosti za celostno uresničevanje posameznikovih zmožnosti; dejavno vključevanje v družbo (kulturno in socialno); učinkovit nastop na trgu dela in napredovanje na delovnem mestu ter skrb za zdravje. To lahko dosežemo le, če spodbujamo vključenost v VŽU ter zagotavljamo ustrezno podporno okolje z nadaljnjim razvojem kakovostnega in učinkovitega sistema poklicnega in strokovnega izobraževanja in usposabljanja ter izpopolnjevanja.

Po podatkih ankete *Napovednik zaposlovanja 2018/I* iz leta 2018, ki jo izvaja ZRSZ,<sup>56</sup> je v prvi polovici leta 2018 slabi polovici (45,7 %) delodajalcev primanjkovalo ustreznih delavcev, v velikih podjetjih je ta delež še večji (68,8 %). Iz *Napovednika zaposlovanja v letu 2020/II*<sup>57</sup> pa je razvidno, da je ta delež porasel na 69,9 %, od teh je 32,8 % oseb s pomanjkanjem delovnih izkušenj, 22,6 % s pomanjkanjem specifičnih delovnih izkušenj, 20 % od teh pa nima ustrezne izobrazbe. Najpogostejše pomanjkljive sposobnosti in zmožnosti, ki jih navajajo delodajalci, so telesne sposobnosti, ustrezen odnos do strank in sposobnosti reševanja problemov. Neskladja v znanju in spretnostih obstajajo tako pri delovno aktivnih prebivalcih kakor tudi pri tistih, ki šele vstopajo na trg dela. Vse večje pomanjkanje ustrezne delovne sile je povezano z zmanjševanjem vpisa v srednješolsko in terciarno izobraževanje zaradi demografskih sprememb in prepočasnim prilagajanjem strukture vpisa povpraševanju na trgu dela in razvojnim izzivom.<sup>58</sup> Tudi avtomatizacija delovnih procesov bo močno vplivala na spremembo delovnih mest, ki bodo zahtevala drugačno znanje in spretnosti.

Podatki OECD<sup>59</sup> za Slovenijo kažejo neskladje v doseženi izobrazbi pri 22,4 % delovno aktivnih, od tega jih ima 11,8 % previsoko izobrazbo glede

na zahteve delovnega mesta. Delež delovno aktivnih s prenizko ravno izobrazbo je v Sloveniji 10,6-%, kar kaže na potrebo po vključevanju v nadaljnje izobraževanje.

Ključni državni izzivi APZ za obdobje 2021-2025 (2021) so: povečanje delovne aktivnosti ranljivih skupin brezposelnih, omogočanje njihovega hitrejšega prehoda na trg dela, preprečevanje dolgotrajne brezposelnosti ter zmanjševanje vrzeli med potrebnimi in dejanskimi spretnostmi iskalcev zaposlitev. V skladu z dokumentom Smernice APZ za obdobje 2021-2025 so najranjlivejše skupine, ki so izpostavljene tveganju, da postanejo socialno izključeni: dolgotrajno brezposelni, brezposelni starejši (50 let in več), brezposelni z nizko izobrazbo (dokončano osnovno šolo in manj) in brezposelni mladi (stari od 15 do 29 let).

Demografske spremembe vodijo v dokaj hitro zmanjševanje zmogljivosti aktivnega prebivalstva, kar upočasnjuje gospodarski napredek. Z vidika razvoja so torej ključni povečanje delovne aktivnosti tudi v starejši starostni skupini, razvoj ustreznih spretnosti za življenje in delo ter prilagoditev delovnih mest in organizacije dela tem demografskim spremembam (SRS 2030, str. 36-37).

V okviru tega prednostnega področja je osrednja pozornost namenjena krepitvi znanja in spretnosti prebivalstva za industrijsko tranzicijo in podjetništvo, kar je opredeljeno v S4 - Slovenski strategiji pametne specializacije. Ta združuje cilja: krepitev inovativnosti, produktivnosti in konkurenčnosti gospodarstva; krepitev znanja in zmožnosti zaposlenih in njihovega osebnostnega razvoja. Načrtuje se krepitev vlaganj za zadovoljevanje potreb ključnih ciljnih skupin za spodbujanje razvoja znanja in spretnosti.

#### Ukrepi so razdeljeni v tri skupine:

- za krepitev znanja in spretnosti za pametno specializacijo, industrijsko tranzicijo in v podporo inovativnosti za podjetja in druge deležnike v gospodarstvu;
- za izvajanje prilagodljivih študijskih programov za izpopolnjevanje diplomantov na področjih S4 za hitrejšo odpravo vrzeli med pridobljenimi znanji diplomanta in pričakovanji delodajalca ter dolgoročnejših učinkov s posodabljanjem rednih študijskih programov in
- za krepitev znanja in spretnosti sistemskih izvajalcev pametne specializacije (SRIP, socialni partnerji, ministrstva, službe, agencije).

Pri izvedbi ukrepov spodbujanja razvoja znanja in spretnosti bo ključnega pomena novo sistemsko orodje Platforma za napovedovanje zmožnosti, ki se razvija za napovedovanje zmožnosti, potrebnih na trgu dela. Ta platforma bo na državni ravni pomembna za oblikovanje ustreznih programov usposabljanja in izpopolnjevanja za odrasle in učinkovito razvijanje oziroma usmerjanje ukrepov pri drugih politikah (izobraževalne, študijske, karijerne orientacije in podobno).

#### 4.3.1 Programi za usposabljanje in izpopolnjevanje

V skladu z Zakonom o poklicnem in strokovnem izobraževanju (Uradni list RS, št. 79/06, 68/17 in 46/19; v nadaljnjem besedilu: ZPSI-1) in Zakonom o višjem strokovnem izobraževanju (Uradni list RS, št. 86/04 in 100/13; v nadaljnjem besedilu: ZVIS) programi izpopolnjevanja in usposabljanja omogočajo poglobljanje in razširjanje strokovnih znanj in spretnosti ter poklicnih zmožnosti. Po dokončanem programu izpopolnjevanja oziroma usposabljanja, ki je oblikovan v skladu s poklicnim standardom in sprejet po postopku, določenem za sprejem izobraževalnih programov, se pridobi poklicna kvalifikacija<sup>60</sup> na isti ravni, kot je kvalifikacija izobrazbe.

Ti programi so namenjeni predvsem zaposlenim in brezposelnim, ki so dokončali srednje poklicne in strokovne ali višješolske strokovne programe ter želijo pridobiti nove ali poglobiti poklicno-posebne zmožnosti za opravljanje dela. Javnoveljavni programi usposabljanja in izpopolnjevanja pripomorejo k izboljšanju konkurenčnosti podjetij in s tem rasti slovenskega gospodarstva.

Pri razvoju poklicnih kvalifikacij udeležencev izobraževanja se izobraževalne organizacije, podjetja in njihova združenja zavzemajo za dejavnejšo vlogo in s tem pripomorejo k zmanjšanju neskladnosti med usposobljenostjo diplomantov poklicnega in strokovnega izobraževanja na srednješolski in višješolski ravni ter zahtevami oziroma potrebami trga dela.

#### 4.3.2 Nacionalne poklicne kvalifikacije (v nadaljnjem besedilu: NPK)

Sistem NPK temelji na priznavanju in potrjevanju rezultatov neformalnega in priložnostnega učenja. Njegov temeljni namen je upoštevanje vseh zmožnosti posameznika, ki jih je pridobil v različnih učnih okoljih, ter priznanje njihove gospodarske in družbene vrednosti. Posameznik si pridobi nacionalno poklicno kvalifikacijo, to je javno listino (certifikat o NPK), ki je prenosljiva v različna delovna okolja in omogoča večjo mobilnost delavcev

med sektorji in podjetji, znotraj države in v mednarodnem prostoru. To omogoča večjo funkcionalno prilagodljivost zaposlenih in napredovanje na ravni iste stopnje izobrazbe.

#### 4.3.3 Neformalni programi usposabljanja in izpopolnjevanja

Zaradi potreb po hitrem prilagajanju potrebam dela, vključno z zaposlenimi v javnem sektorju, so ti programi pripravljene na podlagi konkretnih potreb posameznikov oziroma skupin (tako imenovani 'tailor made' programi, po meri delodajalcev in zaposlenih), ki želijo pridobiti ali dopolniti poklicne zmožnosti.

##### Ukrepi:

1. oblikovanje neformalnih programov usposabljanja, ki so namenjeni integraciji težje zaposljivih kategorij (starejših, nižje izobraženih in kvalificiranih delavcev, priseljencev z neustreznimi kvalifikacijami) in ranljivih skupin prebivalstva (fizično, mentalno ali situacijsko prikrajšanih);
2. zagotovitev razmer za kakovostna delovna mesta, ki zaposlenim omogočajo večjo varnost zaposlitve in posameznikom zagotavljajo kompleksno izražanje in uporabo spretnosti, v vseh kategorijah in oblikah zaposlovanja; predvsem pa je treba k pridobivanju kompleksnih spretnosti spodbuditi tiste na najmanj zahtevnih delovnih mestih;
3. razvijanje podpornih dejavnosti s področja izobraževanja, usposabljanja in razvoja vseživljenjske karijerne orientacije (v nadaljnjem besedilu: VKO);
4. krepitev partnerstev na državni in regionalni ravni med socialnimi partnerji in drugimi odgovornimi deležniki s ponudniki izobraževanja za oblikovanje neformalnih programov izpopolnjevanja in usposabljanja v skladu s potrebami trga dela;
5. krepitev sodelovanja vključenih ministrstev pri oblikovanju ukrepov za izboljšanje znanja, spretnosti in zmožnosti prebivalstva za doseganje uspehov gospodarstva in drugih družbenih procesov v Sloveniji.

### Ukrepi MIZŠ:

1. razvijanje in uvajanje javnoveljavnih programov izpopolnjevanja in usposabljanja na ravni srednjega strokovnega in višjega strokovnega izobraževanja, ki temeljijo na poklicnih standardih;
2. razvijanje in uvajanje neformalnih programov za izpopolnjevanje in usposabljanje na ravni srednjega poklicnega in strokovnega ter višjega strokovnega izobraževanja, ki temeljijo na potrebah trga dela in razvojnih potrebah gospodarstva in drugih zaposlovalcev;
3. razvijanje različnih modelov in oblik izobraževanja na daljavo ter izvajanje programov na daljavo;
4. krepitev delovanja socialnega partnerstva in sodelovanja med različnimi izvajalci programov;
5. razvijanje učnih in drugih gradiv za udeležence, strokovne delavce in izobraževalce odraslih.

### Ukrepi MDDSZ:

1. izpeljava podpornih in razvojnih programov za brezposelne osebe;
2. izpeljava programov usposabljanja na delovnem mestu (UDM);
3. izpeljava programov neformalnega izobraževanja in usposabljanja;
4. izpeljava modelov spodbud vključevanja oseb, katerih zaposlitev je ogrožena, v ukrepe na trgu dela;
5. razvijanje programov in modelov za izboljšanje zmožnosti zaposlenih;
6. razvijanje in vzpostavitev sistema za napovedovanje zmožnosti na trgu dela;
7. izpeljava potrjevanja nacionalnih in temeljnih poklicnih kvalifikacij.

### Ukrepi MK:

1. izpeljava strokovnih usposabljanj strokovnih delavcev, ki izvajajo projekte in programe kulturno-umetnostne vzgoje za različne ciljne skupine za delo na področju kulture (založništvo, bralna kultura, mentorstvo in drugo);
2. zagotovitev jezikovnega izobraževanja odraslih v zvezi z jezikovnimi viri in tehnologijami;
3. jezikovno usposabljanje za izboljšanje jezikovnih zmožnosti;
4. izpeljava strokovnih usposabljanj za pridobitev dodatnega znanja za ustvarjanje v kulturi za večanje zaposlitvenih možnosti;
5. izpeljati aktivnosti za izboljšanje socialnega vključevanja in povečanje aktivne participacije pripadnikov ranljivih družbenih skupin na področju kulture.

### Ukrepi MKGP:

1. izpeljava svetovanja, izobraževanja in usposabljanja lastnikov gozdov;
2. izpeljava svetovanja, izobraževanja in usposabljanja kmetov;
3. izpeljava programov usposabljanja v kmetijstvu, gozdarstvu in živilstvu, ki jih izvajajo nepridobitne in nevladne organizacije;
4. izpeljava usposabljanja na področju čebelarjenja;
5. izpeljava usposabljanja za prenos znanja in dejavnosti informiranja (ukrep je del Programa razvoja podeželja).

### Ukrepi MP:

1. izpeljava in vzpostavitev dejavnosti Akademije za strokovno izobraževanje in usposabljanje zaposlenih v Upravi RS za izvrševanje kazenskih sankcij;
2. izpeljava aktivnosti za izboljšanje socialnega vključevanja in razvoja delovnih zmožnosti za zaprte osebe;
3. razvijanje in izpeljava dolgoročnega programa izobraževanja zaposlenih v pravosodnih organih za razvoj kariere v

pravosodju, zlasti za skupino zaposlenih za krepitev zmožnosti VŽU in za delo z ranljivimi skupinami prebivalcev (na primer sodniki, tožilci, pravosodno osebje, zaporniško osebje, probacijski uslužbenci, državni odvetniki in podobno).

### Ukrepi MGRT:

- izboljšanje zmožnosti zaposlenih v podjetjih na področju digitalizacije, posebnih ciljnih skupin (na primer žensko podjetništvo, socialno podjetništvo), varstva potrošnikov, turizma ter regionalnega in lokalnega razvoja;
- usposabljanje, svetovanje in mentorstvo za izboljšanje zmožnosti zaposlenih v podjetjih preko institucij podpornega okolja, kot so Digitalni informacijsko središče Slovenije, Slovenski podjetniški sklad, Javna agencija Republike Slovenije za spodbujanje podjetništva, internacionalizacije, tujih investicij in tehnologije (v nadaljnjem besedilu: SPIRIT Slovenija), Slovenska turistična organizacija (v nadaljnjem besedilu: STO), Slovenska poslovna točka (v nadaljnjem besedilu: SPOT), subjekti inovativnega okolja.

### Ukrepi MJU:

- razvoj in izvedba horizontalnih programov usposabljanja za javne uslužbence na področjih: zakonodaja, integriteta, kadrovanje, vodenje in upravljanje, digitalna pismenost, upravljanje podatkov, usposabljanje izvajalcev, komunikacija in podobno;
- izvedba strokovnih izpitov na področjih: upravni postopek, varnost in zdravje pri delu, prekrškovni postopek in inšpekcijski postopek.

### Ukrepi MORS:

- razvijanje in izpeljava programov usposabljanja v sistemu varstva pred naravnimi in drugimi nesrečami,
- usposabljanje strokovnih delavcev v sistemu varstva pred naravnimi in drugimi nesrečami.



### Kazalnika tretjega prednostnega področja:

1. Od vključenih oseb v APZ (brezposelni in zaposleni) bo 50 % vključenih v programe izobraževanja in usposabljanja do leta 2030.
2. Delež podeljenih NPK v okviru APZ se bo do leta 2030 povečal za najmanj 40 % glede na leto 2020.



## 4.4 Četrto prednostno področje: raziskave in razvoj

### 4.4.1 Raziskave

Izsledki raziskovalne dejavnosti na področju izobraževanja odraslih so pomembna podlaga za vodenje učinkovite in na podatkih utemeljene politike v izobraževanju odraslih ter sistemsko urejanje področja. Raziskovanje zagotavlja potreben razvoj andragoške teorije in stroke ter daje strokovne podlage za razvoj temeljnih konceptov za razvoj, načrtovanje in izvajanje ukrepov na vseh prednostnih področjih ReNPIO. Za razvoj poklicnega in splošnega izobraževanja odraslih je treba zagotavljati raziskovanje formalnega, neformalnega in priložnostnega učenja in izobraževanja odraslih. Temeljna in aplikativna raziskovalna dejavnost v izobraževanju odraslih je interdisciplinarna, saj povezuje družboslovne, humanistične in druge raziskave, evalvacije in analize v izobraževanju odraslih.

Posamezne raziskave so usmerjene k perečim temam, na primer k razvoju temeljnih zmožnosti, proučevanju učnih in izobraževalnih potreb ter motivov ranljivih skupin za učenje in izobraževanje, učinkom vlaganj, rabi novih oblik in metod učenja in izobraževanja v razmerah digitalizacije, medgeneracijskemu povezovanju, skupnostnemu učenju in izobraževanju za trajnostni razvoj. To zagotavlja spremljanje gibanj, uvajanje novosti in razvoj področja glede na mednarodno primerljive ugotovitve. Za izvajanje raziskovalne dejavnosti je potrebno načrtno vlaganje v razvoj raziskovalcev področja in sodelovanje raziskovalcev s strokovnjaki v slovenskih in mednarodnih raziskovalnih projektih, skupinah, znanstvenih dogodkih in podobno.

#### Ukrepi:

1. okrepitev raziskovalne dejavnosti v izobraževanju odraslih pri pristojnem javnem zavodu za razvoj in raziskovanje izobraževanja odraslih ter sodelovanje z drugimi raziskovalnimi področji, s povečanjem sredstev (na primer za povečanje vlaganj v razvoj raziskovalcev) in oblikovanjem ustreznih sistemskih pogojev;
2. vzpostavitev programske skupine za temeljno raziskovanje področij v izobraževanju odraslih;
3. načrtovanje in izvedba temeljnih in aplikativnih raziskav ter analiza podatkov, povezanih s perečimi temami;

4. omogočanje vključitve Slovenije v drugi cikel raziskave PIAAC;
5. načrtovanje in izpeljava ciljnih raziskovalnih programov (v nadaljnjem besedilu: CRP) povezanih s perečimi temami;
6. načrtovanje in izvedba evalvacijskih študij za raziskovanje:
  - razlogov za majhno vključevanje odraslih v različne oblike VŽU;
  - rezultatov oziroma učinkov izvajanja ukrepov/instrumentov vključenih v LPIO;
  - učinkov izvajanja javne službe v izobraževanju odraslih;
  - učinkov izvajanja javnoveljavnih izobraževalnih programov za odrasle in drugo;
7. izpeljava študij ugotavljanja potreb po znanjih odraslih (na primer različnih ciljnih skupin odraslih, učenje in izobraževanje v regijah in občinah, spretnosti strokovnih delavcev in izobraževalcev in drugo).

#### 4.4.2 Razvoj

Razvojna dejavnost je izrazito povezana z drugimi prednostnimi področji in temelji na izsledkih raziskovalne dejavnosti. Strokovno utemeljeno načrtovanje razvojne dejavnosti vodi v nenehno inoviranje in posodabljanje področja ter bogati andragoško teorijo in prakso. Odgovarja na pereče družbene izzive na področju tehnološkega razvoja, trajnostnega razvoja, socialne vključenosti, medgeneracijskega sodelovanja, dolgožive družbe, zdravega sloga življenja, medkulturnega dialoga, migracij in podobno.

Razvojna dejavnost obsega najmanj razvoj: metodologij, modelov, pristopov, oblik in metod; izobraževalnih programov in dejavnosti za odrasle ter strokovne delavce in izobraževalce odraslih; učnih in študijskih gradiv ter pripomočkov; sistema izobraževanja odraslih. Sestavni del razvojne dejavnosti so preizkus razvojnih dosežkov, spremljanje in evalvacija preizkusov.

Zaradi tehnološkega in družbenega razvoja ob vplivih pandemije COVID-19 se kažejo še izrazitejše potrebe po uvajanju inovativnih pristopov in metod, podprtih s sodobno tehnologijo, kot na primer razvoj množičnih odprtih spletnih tečajev; odprtih izobraževalnih virov; mikro učenja; mobilnega učenja s pomočjo pametnih telefonov, igrifikacije, simulacij, navidezne in obogatene resničnosti ter učne analitike.

Z učinkovitim sodelovanjem različnih sektorskih politik in drugih akterjev je mogoče učinkoviteje odgovarjati na sedanje družbene izzive. Za izboljšano spremljanje uresničevanja ReNPIO 2022-2030 je treba razviti enotni metodološki in informacijski sistem na državni ravni, v katerega so vključene različne politike.

Sodelovanje raziskovalcev in strokovnjakov v izobraževanju odraslih v mednarodnih razvojnih projektih, v mednarodnih organizacijah in zvezah in odmevnejših mednarodnih strokovnih dogodkih omogoča širjenje in pridobivanje primerjalnih ugotovitev.

### Ukrepi:

1. oblikovanje podlag za javno službo na področju izvajanja javnoveljavnih izobraževalnih programov za odrasle, po katerih se ne pridobi izobrazba (za zviševanje ravni pismenosti in temeljnih zmožnosti ter izboljšanje splošne izobraženosti), in dopolnitev ZIO-1;
2. oblikovanje podlag za uvedbo davčnih olajšav, finančnih in nefinančnih spodbud za posameznike in delodajalce, za vključevanje v izobraževanje in usposabljanje;
3. nadgraditi podlage za uvedbo dogovorjenega obsega plačane odsotnosti zaradi izobraževanja za zaposlene;
4. spodbujanje razvoja novih pristopov in modelov izobraževanja odraslih, podprtih z novimi tehnologijami na vseh prednostnih področjih;
5. razvijanje odprtih izobraževalnih virov in množičnih odprtih spletnih programov;
6. strateško umeščanje in izvajanje razvojnih projektov za preizkuse teoretskih in raziskovalnih spoznanj;
7. predstavitev razvojnih dosežkov za različne ciljne skupine;
8. zagotovitev strokovnjakov in njihovega ustreznega profesionalnega razvoja za izvajanje razvojnega dela na državni ravni pri pristojnem javnem zavodu za razvoj izobraževanja odraslih s povečanjem sredstev in oblikovanjem ustreznih sistemskih pogojev;
9. razvijanje metodologije in orodja za spremljanje uresničevanja ReNPIO 2022-2030 s sodelovanjem vseh vključenih ministrstev;

10. nadaljnji razvoj sistema in postopkov ter procesov vrednotenja predhodno pridobljenega znanja ter njegovo spremljanje;
11. oblikovanje razvojne naloge za spremljanje in analizo vključenosti v VŽU, programih in izvajalcih na posameznih prednostnih področjih;
12. oblikovanje razvojne naloge za spremljanje in analizo vključenosti v VŽU odraslih, starih od 65 do 89 let (AIO).

#### Kazalniki četrtega prednostnega področja:

1. Izpeljava raziskave v drugem ciklu PIAAC v Sloveniji.
2. Izpeljava najmanj treh CRP za potrebe izobraževanja odraslih.
3. Izpeljava šestih razvojnih projektov na državni ravni za prenos teoretskih in raziskovalnih spoznanj v izobraževanje odraslih.

## 4.5 Peto prednostno področje: dejavnosti na področju izobraževanja odraslih

V ReNPIO 2022-2030 je vključenih naslednjih šest dejavnosti na področju izobraževanja odraslih:

1. svetovalna dejavnost v izobraževanju odraslih,
2. ugotavljanje in priznavanje znanja odraslih,
3. usposabljanje in izpopolnjevanje strokovnih delavcev in izobraževalcev odraslih,
4. presojanje in razvijanje kakovosti,
5. ozaveščanje, informiranje in spodbujanje za vključevanje odraslih v VŽU in
6. informacijska dejavnost.

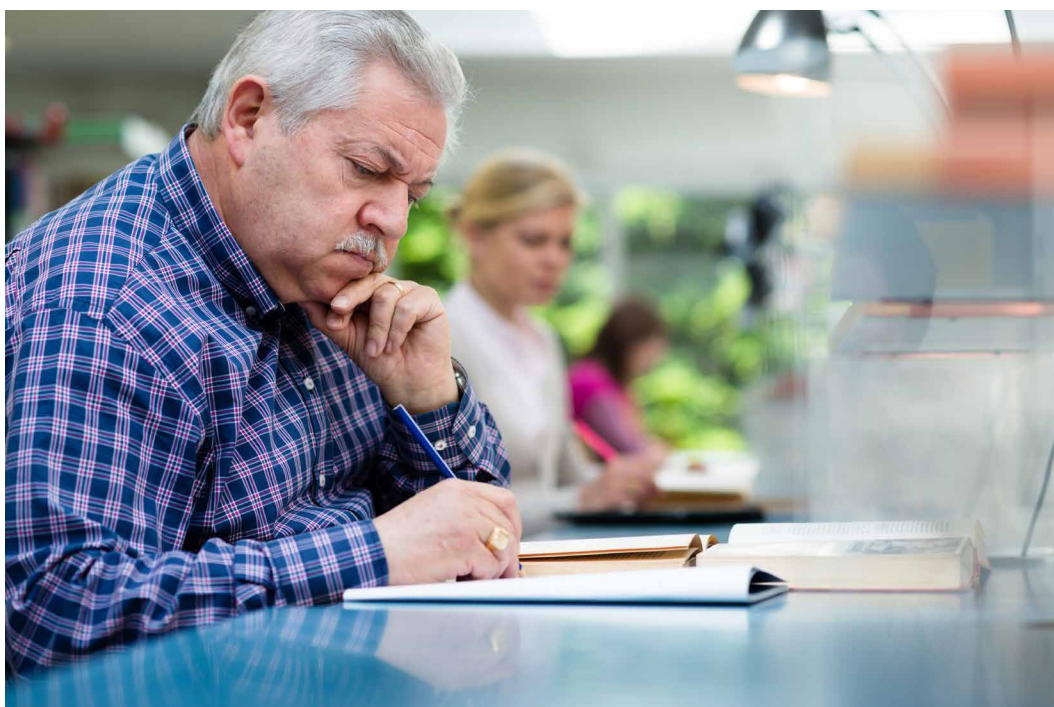
### 4.5.1 Svetovalna dejavnost v izobraževanju odraslih

Namen razvoja in izvajanja svetovalne dejavnosti v izobraževanju odraslih je pripomoči k večji vključenosti odraslih v izobraževanje in učenje ter k večji kakovosti in uspešnosti izobraževanja in učenja odraslih. Svetovalna dejavnost v izobraževanju odraslih se umešča v celostni sistem svetovalnih

dejavnosti na področju izobraževanja in trga dela v Sloveniji. Vse te se pod imenom VKO izvajajo na zavodih za zaposlovanje, v podjetjih, zasebnih organizacijah in drugje. Dejavnosti VKO, ki podpirajo uresničevanje APZ, so med ukrepi zapisane pri tretjem prednostnem področju.

Svetovalna dejavnost na področju izobraževanju odraslih je po ZIO-1 (2018) vključena v javno službo v javni mreži javnih organizacij za izobraževanje odraslih in obsega: svetovalno dejavnost pri vključevanju v izobraževanje in nadaljevanju izobraževanja; svetovalno dejavnost pri ugotavljanju in dokumentiranju znanja in spretnosti; svetovalno dejavnost pri organiziranem samostojnem učenju. Njen pomen in vsebina sta opredeljena v Smernicah za izvajanje svetovalne dejavnosti v izobraževanju odraslih, ki se izvaja kot javna služba (2020) in v Pravilniku o standardih in normativih za financiranje in izvajanje javne službe na področju izobraževanja odraslih (Uradni list RS, št. 180/20). Svetovalna dejavnost v izobraževanju odraslih je tako pravno in sistemsko umeščena z zagotavljanjem dolgoročnega razvoja in financiranja ter zagotavljanjem pravice odraslim do brezplačnega informiranja in svetovanja pred izobraževanjem ali učenjem, med njima in po končanem izobraževanju ali učenju. Posebna pozornost je namenjena ranljivim odraslim: odraslim brez dokončane osnovnošolske izobrazbe, poklicne ali strokovne izobrazbe oziroma odraslim z nižjimi ravni spretnosti.

Poleg svetovalne dejavnosti v izobraževanju odraslih je treba razvijati tudi svetovalno podporo za odrasle v srednješolskem in višješolskem izobraževanju.



### Ukrepi:

1. izvajanje kakovostne svetovalne dejavnosti v izobraževanju odraslih, ki se izvaja kot javna služba;
2. razvijanje in izvajanje svetovalne dejavnosti za odrasle v izrednem srednješolskem izobraževanju ter priprava ustreznih standardov in normativov;
3. razvijanje in izvajanje dejavnosti kariernih centrov na višjih strokovnih šolah;
4. razvijanje novih pristopov v svetovalni dejavnosti v izobraževanju odraslih (terensko delo in drugo), novih pripomočkov, orodji in drugih gradiv;
5. zagotovitev organiziranega učnega okolja, sodobnih učnih gradiv pri samostojnem učenju;
6. razvijanje in izvajanje učne pomoči;
7. razvijanje in izvajanje pristopov za presojanje in razvijanje kakovosti svetovalne dejavnosti v izobraževanju odraslih;
8. zagotovitev IKT-podpore spremljanju in izvajanju svetovalne dejavnosti v izobraževanju odraslih;
9. zagotovitev partnerstva z različnimi deležniki v svetovalni dejavnosti v izobraževanju odraslih na državni in lokalni oziroma regionalni ravni s področja: izobraževanja, kulture (na primer knjižnice), sociale, zdravstva, urejanja trga dela (na primer ZRSZ, Javni študentski, razvojni, invalidski in preživninski sklad Republike Slovenije (v nadaljnjem besedilu: JŠRIPS, in podobno), gospodarstva (podjetja, združenja delodajalcev in drugi) in povezovanje s socialnimi partnerji (na primer sindikati) ter nevladnimi organizacijami.

#### 4.5.2 Ugotavljanje in priznavanje znanja odraslih

Priznavanje rezultatov neformalno pridobljenega znanja je v Sloveniji na zakonodajni ravni vključeno v vse ravni izobraževalnega sistema. Temeljna cilja sta prehod v nadaljnje izobraževanje in priznavanje že doseženih učnih rezultatov. Pravne podlage so najboljše vzpostavljene za postopke vrednotenja za potrebe trga dela (sistem NPK) in v višjem strokovnem izobraževanju<sup>61</sup>, ki omogočajo priznavanje neformalno pridobljenega znanja, odločitev o izvajanju postopkov pa je prepuščena šoli ali organizaciji za izobraževanje odraslih.

Na področju vrednotenja neformalno in priložnostno pridobljenih znanj in spretnosti odraslih sta z ZIO-1 (2018) v svetovalno dejavnost v izobraževanju odraslih umeščena tudi ugotavljanje in dokumentiranje znanja in spretnosti odraslih. To sta prvi dve od štirih faz celostnega procesa vrednotenja, kar ne vključuje tretje in četrte faze: ocenjevanja in certificiranja.

Pri razvijanju sistema vrednotenja v Sloveniji je povezanost sistema NPK s formalnim izobraževalnim sistemom šibka. Postopek priznavanja je bolj uveljavljen pri programih, ki ne dajejo formalne stopnje izobrazbe, v sistemu pridobivanja formalne izobrazbe pa se ne glede na zakonske možnosti (potrebne bi bile različne spodbude) zelo počasi razvijajo orodja in vzpostavljajo procesi, ki bi to zagotavljali.

Priznavanje neformalno pridobljenega znanja na področju srednjega poklicnega in strokovnega izobraževanja ter višjega strokovnega izobraževanja je v prihodnjem obdobju treba razvijati, da bodo imeli odrasli možnost uveljavljanja znanje in spretnosti, ki so jih pridobili v delovnem procesu in življenju. Vloga izvajalskih organizacij bo izvajanje načrtnega in preglednega procesa vrednotenja. Tako bomo odraslim olajšali nadaljnje izobraževanje in pridobitev formalne izobrazbe ali kvalifikacije, s tem pa zviševali izobrazbeno raven in zaposljivost prebivalstva.

Zakonsko urejanje vrednotenja neformalno pridobljenega znanja je treba ustrezno izboljšati, saj sedanje oblike ne zajamejo vseh področij oziroma ravni za vrednotenje pridobljenega znanja odraslih. Urejanje sistema vrednotenja neformalnega pridobljenega znanja je tudi v evropskem okviru razvoja izobraževanja odraslih ena od prednostnih usmeritev.

#### Ukrepi:

1. proučitev tujih praks za dopolnitev sistema vrednotenja neformalno pridobljenega znanja in oblikovanje podlag za nadaljnji razvoj;
2. izvajanje aktivnosti sistema NPK z zagotavljanjem podpore;
3. razvijanje novih pristopov, metod in orodij za vrednotenje;
4. dopolnitev IKT-podpore razvijanju, izvajanju in spremljanju dejavnosti vrednotenja neformalno pridobljenega znanja odraslih z zagotavljanjem procesa poročanja o učinkih vrednotenja;
5. zagotovitev partnerstva z različnimi deležniki na državni in lokalni oziroma regionalni ravni pri razvijanju in izvajanju dejavnosti vrednotenja neformalno pridobljenega znanja odraslih.

#### 4.5.3 Usposabljanje in izpopolnjevanje strokovnih delavcev in izobraževalcev v neformalnih izobraževalnih programih za odrasle

Dejavnost zajema strokovne delavce, ki izvajajo formalno izobraževanje, ki vodi do osnovnošolske, srednješolske in višješolske izobrazbe, v katero se vključujejo odrasli,<sup>62</sup> ter strokovne delavce, ki izvajajo javnoveljavne izobraževalne programe za odrasle, in dejavnosti, kot jih za področje izobraževanja odraslih opredeljuje ZIO-1.<sup>63</sup> Na drugih področjih (na primer okolje, kmetijstvo, kultura in drugo) pa je javna služba opredeljena z drugimi zakoni. Velik del izobraževanja odraslih poteka v neformalnih izobraževalnih programih, tako v izobraževalnih ustanovah kakor v drugih okoljih, zato so ukrepi namenjeni tudi izobraževalcem odraslih, ki delujejo v neformalnem izobraževanju odraslih<sup>64</sup> (splošno, poklicno in strokovno). Tudi za izobraževalce odraslih je pomembno, da si poleg znanja s svojega strokovnega področja pridobijo temeljna andragoška znanja in ta stalno izpopolnjujejo.

##### Ukrepi:

1. razvijanje in izvajanje programov izpopolnjevanja in usposabljanja za:
  - strokovne delavce, ki izvajajo izobraževalne programe in dejavnosti za odrasle,
  - izobraževalce odraslih, ki izvajajo neformalne izobraževalne programe za odrasle;
2. razvijanje novih pristopov in metod izpopolnjevanja in usposabljanja;
3. razvijanje didaktik izpopolnjevanja in usposabljanja z uporabo novih tehnologij in za izobraževanje na daljavo;
4. razvijanje učnih okolij za izvajanje izpopolnjevanja in usposabljanja na daljavo (spletne učilnice, spletne platforme v podporo izvajanju usposabljanja in izpopolnjevanja na daljavo in drugo);
5. razvijanje kakovostnih učnih gradiv in učnih virov v podporo izvajanju programov v tradicionalni obliki in v obliki izobraževanja na daljavo;
6. zagotovitev IKT-podpore izvajanju dejavnosti izpopolnjevanja in usposabljanja;



7. vzpostavitev spremljanja vključenosti strokovnih delavcev in izobraževalcev odraslih v programe izpopolnjevanja in usposabljanja;
8. vzpostavitev sofinanciranja pripravništva strokovnih delavcev v izobraževanju odraslih.

#### 4.5.4 Presojanje in razvijanje kakovosti

Na zakonski ravni ZPSI-1<sup>65</sup> in ZIO-1<sup>66</sup> določata načine za presojanje in razvijanje kakovosti. Novi ukrepi bodo pripomogli k vzpostavljanju in krepitvi notranjih sistemov kakovosti v organizacijah, ki jih izvajajo organizacije za izobraževanje odraslih. S tem bomo izboljšali vpogled v načrtovanje in izvajanje dejavnosti na tem področju.

Presojanje in razvijanje kakovosti nista pomembna le v formalnem izobraževanju, temveč tudi v neformalnem izobraževanju odraslih, ki se financira iz javnih sredstev v okviru različnih politik (na primer v izobraževanju, zaposlovanju, kulturi, kmetijstvu, okolju in prostoru, javni upravi) in pri različnih izvajalcih (javne, zasebne organizacije, nevladne organizacije in drugo). Da bi lahko vzpostavili in uporabljali učinkovite pristope za sprotno spremljanje kakovosti in poglobljeno samoevalvacijo, je treba zagotoviti razvojno in strokovno podporo, strokovno svetovanje, orodja in zbirke kazalnikov kakovosti izobraževanja odraslih. Pomemben je tudi razvoj zunanjih spodbud za kakovostno delo na področju izobraževanja odraslih.

#### Ukrepi:

1. izpeljava strokovne podpore razvoju sistema kakovosti v izobraževanju odraslih (novi pristopi in metode; dopolnitev notranjih sistemov kakovosti v izobraževalnih organizacijah za odrasle; razvijanje in prenovitev zbirk kazalnikov kakovosti; novi učni viri v podporo izvajanju samovrednotenja v izobraževalnih organizacijah za odrasle), z IKT-podporo na državni ravni: na primer spletni dostop do priporočil, pripomočkov in dobrih praks in drugo;
2. umestitev dejavnosti presojanja in razvijanja kakovosti izobraževanja odraslih v sistem sheme na državni ravni s podporo za samoevalvacijo in zunanje evalvacije;

3. razvijanje sistemske podpore za pripravo nacionalnega poročila o kakovosti v izobraževanju odraslih (spletno orodje za poročanje izvajalcev o kakovosti, sistemske statistične analize in drugo);
4. umestitev področja poklicnega in strokovnega izobraževanja odraslih v Nacionalno poročilo o kakovosti srednjega poklicnega in strokovnega izobraževanja;
5. usklajevanje delovanja nacionalne mreže svetovalcev za kakovost izobraževanja odraslih z razvojem in izvajanjem njihovega usposabljanja in izpopolnjevanja;
6. razvijanje metodologije za spremljanje zaposljivosti diplomantov srednješolskega in višješolskega izrednega izobraževanja.

#### 4.5.5 Ozaveščanje, informiranje in spodbujanje za vključevanje odraslih v VŽU

Dejavnosti ozaveščanja so namenjene širjenju zavesti o pomenu, vlogi in pojavnih oblikah izobraževanja odraslih in učenja v vseh življenjskih obdobjih in okoliščinah. Pripomorejo k najširšemu razumevanju izobraževanja odraslih kot gonilne sile za vseživljenjsko dopolnjevanje znanja in spretnosti, zviševanje zaposljivosti, osebnostno rast ter sožitje v skupnostih (Učenje, skriti zaklad, Delors et al.; 1996). Ozaveščanje vseh vrst je v javnosti priznana in nepogrešljiva dejavnost, ki se izraža na različne načine: s promocijskimi kampanjami, promocijsko-strokovnimi dogodki, spletnimi orodji, objavami na družbenih omrežjih ter različnimi promocijskimi gradivi.

Dejavnosti informiranja so namenjene obveščanju domače in tuje javnosti o dogajanju in dosežkih na področju izobraževanja odraslih in VŽU. Gre tudi za podajanje sprotnih statističnih podatkov, kazalnikov in vsebin izobraževanja odraslih. Posebno področje so letno posodobljene informacije in analize o ponudbi izobraževanja odraslih v Sloveniji.

Dejavnosti spodbujanja ali motiviranja odraslih za vključevanje v VŽU so namenjene spodbujanju vedoželjnosti in pozitivne naravnosti do učenja, spreminjanju odnosa do učenja v smislu odpravljanja ovir in ustaljenih predstav o njegovi (ne)dostopnosti. Te dejavnosti predvsem nagovarjajo najširšo javnost z namenom, da postane tako imenovani glas učečih se vse bolj slišan in za zgled oklevajočim.

Vse navedene dejavnosti se med seboj prepletajo in povezujejo z drugimi dejavnostmi ter so podpora prvim štirim prednostnim področjem ReNPiO 2022–2030. Ključno je tudi sodelovanje z različnimi deležniki iz vrst politične, akademske, strokovne, laične javnosti in medijev. Je izrazito medsektorskega značaja, saj sta izobraževanje odraslih in VŽU povezana s številnimi temami javnega in zasebnega življenja na lokalni, državni, evropski in svetovni ravni.

### Ukrepi:

1. razvijanje novih oblik in načinov ozaveščanja, informiranja in spodbujanja odraslih za vključevanje v VŽU ter povezovanja partnerjev in izvajalcev na državni in lokalni ravni;
2. dopolnjevanje in izpeljava promocijske kampanje na državni in lokalni ravni: Tedni vseživljenjskega učenja (TVU), Parada učenja (PU) – Dan učečih se skupnosti in druge prireditve; Festival za tretje življenjsko obdobje (F3ŽO), Dnevi medgeneracijskega sožitja (DMS), Nacionalni mesec skupnega branja (NMSB), Kulturni bazar (KB) in drugi); sodelovanje na sejmih (Karierni sejem MojeDelo.com), tekmovanjih (EuroSkills/SloveniaSkills in podobno) in drugo;
3. vključitev dejavnost ozaveščanja na državni ravni v evropske in svetovne kampanje: Evropski teden poklicnih spretnosti, svetovno gibanje festivalov učenja; razvojni projekti za promocijo izobraževanja odraslih (na primer nacionalno usklajevanje uresničevanja Evropskega programa za učenje odraslih (EPUO), Dnevi evropske kulturne dediščine (DEKD) in drugo;
4. oblikovanje partnerstva z deležniki po načelih večgeneracijskosti, večkulturnosti, medsektorskega sodelovanja ter vključevanja socialnih partnerjev in nevladnih organizacij; s povezovanjem in spodbudami deležnikom krepitev pomena izobraževanja odraslih na prednostnih področjih: dejavno državljanstvo, demokracija, zdravje, življenjske spretnosti, socialna kohezija, kultura in umetnost, prosti čas, digitalizacija, trajnost in podobno;
5. organiziranje strokovnih in drugih srečanj deležnikov (vključno z učečimi se): Andragoški kolokvij, Letni posvet o izobraževanju odraslih in drugo;

6. razvijanje novih in posodabljanje sedanjih spletno podprtih rešitev/platform za obveščanje, izmenjavo virov, mnenj, ključnih podatkov in informacij;
7. vključitev partnerskih sredstev javnega obveščanja na državni in lokalni ravni z učinkovito rabo medijev in inovativnih pristopov;
8. razvijanje modelov za priznanja in nagrade za promocijo učenja in znanja.



#### 4.5.6 Informacijska dejavnost

Načrtno spremljanje informacij, podatkov in statistike s področja izobraževanja odraslih, ki se vodijo na podlagi zakonov v vzgoji in izobraževanju (kot na primer CEUVIZ, spletno orodje za spremljanje ReNPIO in podobno), zakonov drugih politik in državne statistike (SURS). Podatki s področja izobraževanja odraslih se spremljajo razpršeno in posamično, glede na namen in vrsto podatkov tako na državni ravni (SURS, ministrstva, javne agencije, javni zavodi, ZRSZ, zbornice, JŠRIPS), lokalni ravni (lokalne skupnosti) in na ravni posameznih deležnikov (delodajalci, sindikati, izvajalci).

Za napredno načrtno spremljanje izvajanja in merjenja dosežkov izobraževanja odraslih je potrebna boljša ureditev zbiranja in zagotavljanja podatkov, kar je osnova za pregled stanja in gibanj, spremljanje kakovosti in doseganja učnih rezultatov ter podporo vodenju učinkovite politike izobraževanja odraslih in nadaljnji razvoj področja.

##### Ukrepi:

- priprava analize stanja in strokovnih podlag za spremljanje podatkov na področju izobraževanja odraslih;
- posodobitev in nadgraditev ter vzdrževanje orodij in aplikacij za spremljanje kakovosti programov in dejavnosti ter dosežkov v izobraževanju odraslih;
- razvijanje novih modelov za učinkovito in načrtno spremljanje izobraževanja odraslih z izvajanjem različnih politik.

##### Kazalnik petega prednostnega področja:

Delež odraslih, vključenih v svetovalno dejavnost, ki se izvaja kot javna služba, se bo do leta 2030 povečal za vsaj 20 % glede na leto 2020.

## 5. Programi in dejavnosti, ki se izvajajo kot javna služba

Programi in dejavnosti, ki se izvajajo kot javna služba, so opredeljeni v zakonih pristojnih ministrstev, ki jih izvajajo in spremljajo. Pristojna ministrstva izvajajo javno službo, ki posega na področje izobraževanja odraslih in je določena v naslednjih zakonih.

### MIZŠ:

ZIO-1 določa javno službo na področju izobraževanja odraslih v 52. členu.

Vsebina javne službe na področju izobraževanja odraslih sta program osnovne šole za odrasle (v nadaljnjem besedilu: program OŠO) in svetovalna dejavnost v izobraževanju odraslih pri:

- vključevanju v program OŠO in pri nadaljevanju izobraževalne poti;
- vključevanju v javnoveljavne izobraževalne programe za odrasle, po katerih se ne pridobi javnoveljavna izobrazba;
- vključevanju v neformalne izobraževalne programe za odrasle;
- ugotavljanju in dokumentiranju znanja, spretnosti in veščin, pridobljenih v neformalnem izobraževanju in priložnostnem učenju na podlagi dokumentacije, in sicer za osebni razvoj, nadaljnje izobraževanje in vključitev na trg dela;
- samostojnem učenju.

### MKGP:

Zakon o kmetijstvu (ZKme-1) (Uradni list RS, št. 45/08, 57/12, 90/12 - ZdZPVHVVR, 26/14, 32/15, 27/17 in 22/18) v 122. členu opredeli področja javnih služb, med njimi tudi »kmetijsko svetovanje«, ki je podrobneje opisano v naslednjih členih:

- 123. člen:
  - svetovanje v zvezi s tehnološkim, gospodarskim in okoljevarstvenim področjem opravljanja kmetijske dejavnosti;
  - svetovanje in pomoč pri izdelavi razvojnih načrtov za kmetijsko gospodarstvo;
  - svetovanje in pomoč pri uveljavljanju ukrepov kmetijske politike;
  - svetovanje in pomoč pri organizaciji in delovanju rejskih organizacij, organizacij pridelovalcev in drugih oblik proizvodnega združevanja kmetijskih pridelovalcev;

- svetovanje na področju kmetijskih predpisov in prepisov povezanih s kmetijstvom.
- V 127.a členu so zapisane naloge javne svetovalne službe v čebelarstvu:
  - svetovanje na področju tehnologije, ekonomike in varne hrane;
  - svetovanje pri izdelavi razvojnih načrtov čebelarstva;
  - svetovanje pri uveljavljanju ukrepov skupne kmetijske politike s področja čebelarstva;
  - svetovanje pri organizaciji in delovanju organizacij proizvajalcev iz 107. člena ali skupin proizvajalcev iz 107.a člena tega zakona;
  - svetovanje pri pripravi predpisov s področja čebelarstva;
  - sodelovanje pri pripravi razvojnih programov v čebelarstvu;
  - ozaveščanje mladine in širše javnosti o pomenu čebelarstva;
  - druge svetovalne naloge v čebelarstvu.

Zakon o gozdovih (ZG) (Uradni list RS, št. 30/93, 56/99 – ZON, 67/02, 110/02 – ZGO-1, 115/06 – ORZG40, 110/07, 106/10, 63/13, 101/13 – ZDavNepr, 17/14, 22/14 – odl. US, 24/15, 9/16 – ZGGLRS in 77/16): v 50. členu opredeli dejavnosti javne gozdarske službe in med njimi tudi strokovno svetovanje in usposabljanje lastnikov gozdov.

#### MK:

Zakon o varstvu kulturne dediščine (Uradni list RS, št. 16/08, 123/08, 8/11 – ORZVKD39, 90/12, 111/13, 32/16 in 21/18 – ZNOrg):

- v 81. členu je opredeljena javna služba varstva. V prvem odstavku je določena dejavnost javne službe, ki obsega identificiranje, dokumentiranje, vrednotenje, interpretiranje in raziskovanje dediščine, ohranitev dediščine ter preprečevanje škodljivih vplivov nanjo, upravljanje dediščine, omogočanje dostopa do dediščine ali do informacij o njej, njeno predstavljanje javnosti in razvijanje zavesti o njej, razen če z zakonom ni določeno drugače;
- v 83. členu so v okviru javne službe varstva nepremične dediščine opredeljeni Zavod za varstvo kulturne dediščine in njegove naloge (84. člen), med katerimi sta tudi:
  - zagotavljanje izpopolnjevanja in usklajevanje potreb po izobraževanju kadrov na področju varstva nepremične dediščine;
  - izvajanje programov za razvijanje zavesti o dediščini, pripravištva in prakse za izobraževalne programe različnih stopenj s svojega področja;
- v 3. poglavju je opredeljena javna služba muzejev;

- v 91. členu so opredeljene naloge, ki jih državni muzej opravlja kot državno javno službo: izvajanje programov za razvijanje zavesti o dediščini, programov pripravništva, izpopolnjevanja in prakse za izobraževalne programe različnih stopenj s svojega področja.

Zakon o knjižničarstvu (ZKnj-1) (Uradni list RS, št. 87/01, 96/02 – ZUJIK in 92/15) opredeljuje knjižnično javno službo in pogoje za njeno izvajanje. Med drugim je:

- v 2. členu opredeljeno informacijsko opismenjevanje prebivalcev;
- v 16. členu opredeljeno, da splošne knjižnice v okviru javne službe sodelujejo v vseživljenjskem izobraževanju in organizirajo posebne oblike dejavnosti za otroke, mladino in odrasle, ki so namenjene spodbujanju bralne kulture.

#### MZ:

Zakon o zdravstveni dejavnosti (ZZDej) (Uradni list RS, št. 23/05 – uradno prečiščeno besedilo, 15/08 – ZPacP, 23/08, 58/08 – ZZdrS-E, 77/08 – ZDZdr, 40/12 – ZUJF, 14/13, 88/16 – ZdZPZD, 64/17, 1/19 – odl. US, 73/19, 82/20, 152/20 – ZZUOOP in 203/20 – ZIUPOPVE):

V 7. členu je navedeno:

- preventivno zdravstveno varstvo rizičnih skupin in drugih prebivalcev v skladu s programom preventivnega zdravstvenega varstva in z mednarodnimi konvencijami;
- zdravstveno vzgojo ter svetovanje za ohranitev in krepitev zdravja.

Naloga zdravstvenih delavcev v osnovni zdravstveni dejavnosti na posameznem območju je tudi povezovanje in sodelovanje z drugimi zdravstvenimi ter s socialnovarstvenimi, vzgojno-izobraževalnimi in drugimi zavodi, podjetji, organizacijami ter posamezniki za oblikovanje in izvajanje programov za krepitev, ohranitev in povrnitev zdravja.

#### MZI:

Zakon o voznikih (Uradni list RS, št. 85/16, 67/17, 21/18 – ZNOrg, 43/19 in 139/20).

V skladu z 9. členom Javna agencija RS za varnost prometa (v nadaljnjem besedilu: AVP) izvaja tudi naslednje naloge, ki so v javnem interesu:

- izvajanje izobraževalnih programov s področja voznikov in vozil;



- organiziranje usposabljanja izvajalcev programov usposabljanja ter razvijanje in izvajanje različnih oblik dodatnega usposabljanja udeležencev v cestnem prometu.

## 6. Okvirni obseg javnih sredstev



Cilje ReNPIO 2022-2030 bodo uresničevala vsaj ministrstva, zapisana v preglednici 15, iz sredstev državnega proračuna in finančnih mehanizmov EU, ki podpirajo pripravo sistemskih in drugih ukrepov v okviru EU za države članice na področju razvoja in urejanja izobraževanih politik. Tako je poleg dolgoročnega proračuna EU za obdobje 2021-2027 (v okviru katerega je tudi evropska kohezijska politika 2021-2027) in programa Erasmus+ vzpostavljen tudi instrument za okrevanje Next Generation EU, s katerim želi EK spodbuditi naložbe v zeleno, digitalno in odporno Evropo. V okviru tega instrumenta so za področje izobraževanja najpomembnejši naslednji mehanizmi, ki uresničujejo različne programske usmeritve:

- mehanizem za okrevanje in odpornost oziroma RRF (Recovery and Resilience Facility),
- pomoč pri okrevanju za kohezijo in območja Evrope REACT-EU ter
- mehanizem za pravični prehod.

Preglednica 15: Okvirni obseg javnih sredstev

	Ministrstvo	Sredstva 2021 (EUR)*	Sredstva 2022 (EUR)**
1.	MIZŠ	31.423.667,62	21.622.676,14
2.	MDDSZ	28.525.512,10	22.712.382,58
3.	MKGP	13.063.814,16	13.399.551,90
4.	MOP	174.226,00	365.624,82
5.	MZ***	10.428.008,00	10.428.008,00
6.	MK	2.328.021,68	2.437.308,11
7.	MNZ	273.018,58	
8.	MP	619.400,00	688.000,01
9.	MZI	258.000,00	200.000,00
10.	UOIM****	476.981,42	1.000.000,00
	<b>Skupaj</b>	<b>87.570.649,56</b>	<b>72.853.551,56</b>

\* LPIO 2021, sklep Vlade št. 60300-2/2021/3 z dne 24. marca 2021.

\*\* Okvirni obseg sredstev za leto 2022.

\*\*\* Iz sredstev Zavoda za zdravstveno zavarovanje Slovenije okvirno 10.278.008,00 EUR na leto.

\*\*\*\* Na podlagi Zakona o spremembah in dopolnitvah Zakona o tujcih so določene naloge prešle z MNZ na Urad Vlade RS za oskrbo in integracijo migrantov (UOIM).

Operativni program izvajanja kohezijske politike v obdobju 2014-2020 se izteka, zato so v predlogu LPIO 2022 sredstva manjša kakor v letu 2021. Zaradi začetka izvajanja ukrepov iz novega operativnega programa evropske kohezijske politike (2021-2027) in drugih evropskih mehanizmov ter izvajanja javne službe na podlagi ZIO-1 bodo v skladu s spremembami proračuna za leto 2022 sredstva za to leto višja.

Sredstva za izvajanje ReNPIO 2022-2030 bo za obdobje od leta 2023 do 2030 država zagotovila v skladu s sprejetimi proračuni.

V skladu z 29. členom Zakona o izvrševanju proračunov Republike Slovenije za leti 2021 in 2022 (ZIPRS 2122) (Uradni list RS, št. 174/20, 15/21 - ZDUOP in 74/21) se bodo pravice porabe za izvajanje ReNPIO 2022-2030 zagotavljale v znesku, določenem s proračunom, ne glede na znesek, ki je predviden s tem nacionalnim programom, zakonom ali drugim predpisom. Glede finančnih učinkov prihodnjih let je treba upoštevati Zakon o fiskalnem pravilu (Uradni list RS, št. 55/15 in 177/20 - popr.) ter veljavni Odlok o okviru za pripravo proračunov sektorja država, ki določa zgornji obseg izdatkov za državni proračun.

## 7. Spremljanje izvajanja ReNPIO 2022-2030

ReNPIO 2022-2030 je pripravil MIZŠ na podlagi strokovnih podlag ACS v sodelovanju z drugimi pristojnimi ministrstvi. V razprave so bili vključeni ključni deležniki na državni, regionalni in lokalni ravni: Zavod Republike Slovenije za šolstvo, ZRSZ, Center Republike Slovenije za poklicno izobraževanje (v nadaljnjem besedilu: CPI), Gospodarska zbornica Slovenije (v nadaljnjem besedilu: GZS), Obrtna zbornica Slovenije (v nadaljnjem besedilu: OZS), sindikati, gospodarska in različna strokovna združenja, nevladne organizacije, lokalne samoupravne skupnosti, združenja izvajalcev izobraževanja odraslih, nevladne organizacije in drugi pristojni akterji področja.

Za uresničevanje ciljev ReNPIO 2022-2030 so odgovorna pristojna ministrstva, ki izvajajo ukrepe, ki so vsako leto opredeljeni v LPIO, z javnimi razpisi, pozivi, projektnimi oziroma drugimi programskimi vsebinami na podlagi zakonov.

V skladu z LPIO so za uresničevanje ciljev odgovorni tudi izvajalci, ki razvijajo in izvajajo programe in dejavnosti, ki podpirajo izobraževanje odraslih. To so: organizacije za izobraževanje odraslih, organizacije, ki opravljajo dejavnosti v okviru zdravstvene vzgoje in drugih preventivnih ukrepov, organizacije, ki izvajajo izobraževanje s področja kmetijske dejavnosti, organizacije s področja kulture ter razvojno-raziskovalne organizacije, javni skladi, javne agencije, zbornice, zveze in nevladne organizacije in drugi v skladu z LPIO. Ključnega pomena pri uresničevanju sta partnersko povezovanje in sodelovanje vseh ključnih deležnikov in socialnih partnerjev na vseh ravneh.

Za uresničevanje ReNPIO 2022-2030 bo vlada imenovala programsko delovno skupino,<sup>67</sup> sestavljeno iz ministrstev, za usklajevanje ukrepov, aktivnosti in programov v LPIO ter spremljanje njenega izvajanja. Programska delovna skupina lahko k sodelovanju povabi tudi predstavnike Ekonomsko-socialnega sveta in druge deležnike.

Lokalne samoupravne skupnosti sprejmejo LPIO, s katerim oblikujejo pogoje za izobraževanje odraslih in druge možnosti za uresničevanje vseživljenjskega učenja in kakovosti življenja prebivalcev v lokalnih okoljih. V njem opredelijo cilje in kazalnike, ukrepe, sredstva in spremljanje izvajanja v skladu z nacionalnim programom izobraževanja odraslih.<sup>68</sup>

## Postopek priprave LPIO in spremljanja izvajanja ReNPIO 2022-2030:

### a. Priprava LPIO:

Predlog LPIO pripravijo pristojna ministrstva v skladu s sprejetim proračunom, predvidoma do 31. oktobra tekočega leta za prihodnje leto.

Predlog LPIO pristojna ministrstva med seboj uskladijo v Programski delovni skupini. Pri obravnavi upoštevajo poročilo o izvajanju LPIO za preteklo leto.

### b. Poročilo o izvajanju LPIO:

Poročilo o izvajanju LPIO pripravijo pristojna ministrstva in ga pošljejo na MIZŠ, predvidoma do 30. aprila za preteklo leto.

Skupno poročilo o izvajanju LPIO za preteklo leto pripravi ACS, predvidoma do 31. maja tekočega leta.

Poročilo o izvajanju LPIO obravnava SSIO in poda mnenje, pred njim pa Programska delovna skupina.

### c. Poročilo o izvajanju ReNPIO 2022-2030:

Vmesno poročilo z analizo za obdobje 2022-2025 pripravi ACS, predvidoma do 31. avgusta 2026. To poročilo obravnava SSIO in poda mnenje. S poročilom se seznanita vlada, ki ga predloži DZ. S poročilom in mnenjem SSIO se seznanita Programska delovna skupina in Ekonomsko-socialni svet ter predlagata potrebne spremembe za izboljšanje doseganja ciljev ReNPIO 2022-2030.

Dopolnjeno vmesno poročilo z analizo za obdobje 2022-2028 pripravi ACS, predvidoma do 31. marca 2029, ki je osnovna za načrtovanje ReNPIO za naslednje obdobje. Z dopolnjenim vmesnim poročilom se seznanijo SSIO, Programska delovna skupina in Ekonomsko-socialni svet.

Poročilo z analizo o izvajanju ReNPIO 2022-2030 za celotno obdobje izvajanja pripravi ACS, predvidoma do 31. avgusta 2031. Poročilo obravnava SSIO in poda mnenje. S poročilom se seznanita vlada, ki ga predloži DZ. S poročilom se seznanita Programska delovna skupina, lahko pa tudi Ekonomsko-socialni svet.

Kvantitativne in kvalitativne rezultate za spremljanje izvajanja ReNPIO 2022–2030 opredelijo vključena ministrstva oziroma politike. Spremljanje izvajanja ReNPIO 2022–2030 poteka na letni ravni v skladu z drugimi nacionalnimi kazalniki, na osnovi razvite metodologije in orodij za spremljanje uresničevanja ReNPIO 2022–2030.

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# IV.

## Zaključek

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Cilje ReNPIO 2022-2030 bomo dosegli z usklajenim delovanjem pristojnih ministrstev oziroma politik, ki so odgovorne za izobraževanje odraslih in so jim za ta namen dodeljena državna sredstva, dopolnjena s sredstvi iz evropske kohezijske politike in drugih evropskih in mednarodnih shem.

V obdobju veljavnosti ReNPIO 2022-2030 se bosta svet in z njim tudi Slovenija ukvarjala z izjemnimi izzivi: z nekaterimi od teh se v zadnjih nekaj desetletjih še nismo ukvarjali (pandemija COVID-19), nekaterih pa se zavedamo že dalj časa, vendar se bodo, tudi zaradi dosedanjega ne dovolj pogumnega ukvarjanja z njimi, le še zaostрили. To so dejavnosti za preprečevanje posledic netrajnostno naravnane razvoja in tudi s tem povezanih podnebnih sprememb na eni strani in priložnosti, pa tudi pasti razvoja tehnologije, predvsem digitalizacije. Brez preloma z dosedanjimi praksami gospodarskega razvoja in preusmeritve v krožno, zeleno in v vseh pogledih trajnostno naravnano gospodarstvo se bomo soočili z do zdaj še neznanimi posledicami.

Vsem tem izzivom pa bomo lahko kos predvsem z drugačnim odnosom do VŽU. Samo ozaveščenost ter višja raven znanja in temeljnih zmožnosti lahko zagotovijo dejavno spopadanje z navedenimi izzivi; obenem pa lahko višja raven znanja in ozaveščenosti zaustavi povečevanje razlik med ljudmi in spodbudi približevanje pravičnejši družbi ter odnosom v njej.



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- 6 Nacionalna strategija bralne pismenosti za obdobje 2019-2030, vlada, 19. decembra 2019, <https://www.gov.si/novice/2020-01-15-nacionalna-strategija-za-razvoj-bralne-pismenosti-za-obdobje-2019-2030/>
- 7 PIAAC - programme for the international assessment of adult competencies: <http://piaac.acs.si/en/survey/>
- 8 Smernice za izvajanje Strategije spretnosti za Slovenijo upravljanja izobraževanja odraslih v Sloveniji (OECD, 2018) [https://www.gov.si/assets/Ministrstva/MIZS/Dokumenti/Novice/ca91e42a0f/OECD\\_Skills\\_Strategy\\_2018\\_Povzetek.pdf](https://www.gov.si/assets/Ministrstva/MIZS/Dokumenti/Novice/ca91e42a0f/OECD_Skills_Strategy_2018_Povzetek.pdf)
- 9 Stopnje besedilnih in matematičnih spretnosti se po raziskavi PIAAC razvrščajo na pet ravni.
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- 11 Strategija dolgožive družbe, 2017, UMAR: [https://www.umar.gov.si/fileadmin/user\\_upload/publikacije/kratke\\_analize/Strategija\\_dolgozive\\_druzbe/Strategija\\_dolgozive\\_druzbe.pdf](https://www.umar.gov.si/fileadmin/user_upload/publikacije/kratke_analize/Strategija_dolgozive_druzbe/Strategija_dolgozive_druzbe.pdf).
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- 16 Agenda 2030, OZN, <https://sdgs.un.org/2030agenda>
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- <sup>19</sup> Education and Training, European Commission, [https://ec.europa.eu/education/education-in-the-eu/european-education-area\\_en](https://ec.europa.eu/education/education-in-the-eu/european-education-area_en)
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- <sup>21</sup> Poti izpopolnjevanja: nova priložnost za odrasle. Evropska komisija. <https://ec.europa.eu/social/main.jsp?catId=1224&langId=sl>
- <sup>22</sup> Green Paper on Ageing: Fostering solidarity and responsibility between generations. 2021. European Commission. [https://ec.europa.eu/info/files/green-paper-ageing-fostering-solidarity-and-responsibility-between-generations\\_en](https://ec.europa.eu/info/files/green-paper-ageing-fostering-solidarity-and-responsibility-between-generations_en)
- <sup>23</sup> Evropski steber socialnih pravic. Evropska komisija. [https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights/european-pillar-social-rights-20-principles\\_sl](https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights/european-pillar-social-rights-20-principles_sl).
- <sup>24</sup> <https://eur-lex.europa.eu/legal-content/SL/TXT/?uri=COM%3A2021%3A102%3AFIN&qid=1614928358298>
- <sup>25</sup> Priporočilo Komisije (EU) 2021/42 z dne 4. marca 2021 o učinkoviti aktivni podpori zaposlovanju (EASE) po krizi zaradi COVID-19. C/2021/1372. OJ L 80, 8. 3. 2021 (EUR-Lex - 32021H0402 - EN - EUR-Lex (europa.eu)).
- <sup>26</sup> Council Recommendation of 30 October 2020 on A Bridge to Jobs – Reinforcing the Youth Guarantee and replacing the Council Recommendation of 22 April 2013 on establishing a Youth Guarantee (2020/C 372/01)
- <sup>27</sup> Nacionalni načrta za okrevanje in odpornost, 72. seja vlade 28. aprila 2021.
- <sup>28</sup> Slovenia 2020 Skills forecast. Cedefop. [https://www.cedefop.europa.eu/files/skills\\_forecast\\_2020\\_slovenia.pdf](https://www.cedefop.europa.eu/files/skills_forecast_2020_slovenia.pdf)
- <sup>29</sup> Raziskava spretnosti odraslih PIAAC v Sloveniji 2016 – ključni poudarki: <https://www.oecd.org/skills/piaac/Skills-Matter-Slovenia-Slovenian-Version.pdf>
- <sup>30</sup> ISCED: International Standard Classification of Education (Mednarodna standardna klasifikacija izobraževanja).  
ISCED 0-2: osnovnošolska in nižja poklicna izobrazba.  
ISCED 3-4: srednja poklicna, štiriletna srednja in višja strokovna izobrazba.  
ISCED 5-8: višja in visoka izobrazba, specializacija, magisterij in doktorat.
- <sup>31</sup> Podatkovna baza za spremljanje uresničevanja ReNPIO pri ACS vključuje le programe, ki jih je sofinanciral MIZŠ, ne pa tudi programov izobraževanja odraslih iz ukrepov drugih ministrstev.
- <sup>32</sup> Slovenija je sodelovala v drugem krogu raziskave.
- <sup>33</sup> OECD Skills Studies Skills Matter Additional results from the Survey on Adult Skills 2019: [file:///D:/ESTERA/PIAAC%20SKUPNA%20MAPA/OBJAVE%20PIAAC%202018/Skills\\_Matter\\_Additional\\_Results\\_from\\_the\\_Survey\\_of\\_Adult\\_Skills\\_ENG.pdf](file:///D:/ESTERA/PIAAC%20SKUPNA%20MAPA/OBJAVE%20PIAAC%202018/Skills_Matter_Additional_Results_from_the_Survey_of_Adult_Skills_ENG.pdf)
- <sup>34</sup> [http://www.efad.org/media/1263/eurydice-report\\_adult-education-and-training-i-europe\\_2015.pdf](http://www.efad.org/media/1263/eurydice-report_adult-education-and-training-i-europe_2015.pdf)
- <sup>35</sup> Education and Training Monitor 2014: <https://op.europa.eu/sl/publication-detail/-/publication/48160599-0428-4c53-86f9-4e91ab2940c5/language-en>
- <sup>36</sup> Rezultati za Slovenijo so objavljeni tudi v raziskovalnem poročilu Poročilo o raziskavi Spretnosti odraslih Tematske študije, 2018 in monografiji Spretnosti odraslih, 2018.

- 37 Pod prvo ravno: besedilo nima nobenih značilnosti, ki so lastne digitalnim besedilom. prva raven: zahtevana informacija je enaka ali podobna informaciji iz vprašanja, obvlada osnovno besedišče, prisotnih malo ali nič motečih informacij; druga raven: išče ujemanje med besedilom in informacijami, prisotnih nekaj nasprotujočih informacij, navigira znotraj digitalnega besedila; tretja raven: besedila so zgoščena in daljša, prepozna, interpretira ali ovrednoti eno ali več informacij, pogosto sklepa, izlušči pomen in zanemari nebitveno, pogosto so prisotne nasprotujoče si informacije; 4/5. raven: poveže, interpretira ali sintetizira informacije iz daljših besedil, kompleksno sklepa in uporabi splošno znanje, pogoste so pogojne informacije, moteče informacije so na videz enake kot prave. Povezuje več zgoščenih besedil, sintetizira podobne ali nasprotujoče si informacije, ocenjuje zanesljivost virov, prepozna prefinjene retorične namige, pri sklepanju si pomaga s splošnim strokovnim znanjem.
- 38 Zaradi nizkega deleža odraslih v Sloveniji, ki so dosegli najvišje ravni besedilnih spretnosti, sta 4. in 5. raven v preglednici prikazani združeno.
- 39 Dejavnosti v izobraževanju odraslih zagotavljajo podporo udeležencem, izvajalcem, strokovnjakom v razvojni dejavnosti in raziskavah in urejevalcem politike; dopolnjujejo programsko ponudbo in so umeščene med prednostna področja.
- 40 Izraz »temeljne zmožnosti« obsega osem temeljnih zmožnosti evropskega referenčnega okvira: 1. sporazumevanje v maternem jeziku, 2. sporazumevanje v tujih jezikih, 3. matematično kompetenco ter osnovne kompetence v znanosti in tehnologiji, 4. digitalno pismenost, 5. učenje učenja, 6. socialne in državljanske kompetence, 7. samoiniciativnost in podjetnost, 8. kulturno zavest in izražanje.
- 41 Utemeljitev za umestitev starejših od 65 let v posebno ciljno skupino: osebe v poznejših letih življenja s svojo posebno problematiko so 1. starejši zaposleni, 2. osebe pred upokojitvijo, ki potrebujejo izobraževanje, da lahko ostanejo na delovnem mestu ali se pripravijo na 3. dejavno staranje po upokojitvi in številne socialne vloge, ki naj jih povežejo z drugimi generacijami, in 4. starejše osebe v odvisnosti od pomoči drugih. Vse te skupine zlahka prizadenejo tudi značilnosti drugih marginaliziranih skupin z nizkimi ravni pismenosti in digitalnih spretnosti itd., kar vodi v izključenost in zapravljen človeški in družbeni kapital starejših. Starejši so velika družbena skupina, do leta 2030 bo delež narasel do 40 %, kar je in bo v prihodnje vse večji družbeni izziv na številnih področjih, tudi v izobraževanju kot podlagi za družbeno vključenost starejših.
- 42 Kot so na primer odrasli iz manj razvitih regij in podeželsko prebivalstvo, Romi, pripadniki manjšin, priseljenci, brezdomci, invalidi, odrasli s posebnimi potrebami in zaprte osebe.
- 43 SPOROČILO KOMISIJE EVROPSKEMU PARLAMENTU, EVROPSKEMU SVETU, EVROPSKEMU EKONOMSKO-SOCIALNEMU ODBORU IN ODBORU REGIJ  
Akcijski načrt za evropski steber socialnih pravic <https://eur-lex.europa.eu/legal-content/SL/TXT/DOC/?uri=CELEX:52021DC0102&from=SL>
- 44 Na ravni EU se je že pred časom v okviru delovanja Stalne skupine za kazalnike in merila (Standing Group on Indicators and Benchmarks) razmišljalo o združitvi prvih dveh kazalnikov (po obeh anketah: o izobraževanju odraslih in o delovni sili), ki merita vključenost v VŽU, s težnjo merjenja vključenosti v zadnjih 12 mesecih pred anketiranjem. Združitev obeh metodologij ni bila izvedena, je pa metodologija raziskovanja aktivnega in neaktivnega prebivalstva – ANP (prej: Anketa o delovni sili/Labour Force Survey – v originalu ta naziv ostaja, v slovenščini je spremenjen s ciljem razumevanja vsebine iz ADS v ANP) dobila dodatni metodološki okvir merjenja 12 mesecev udeležbe v VŽU pred anketiranjem, z merjenjem vsaki dve leti. Z dodajanjem metodologije merjenja tudi v 12-mesečnem ciklu poleg štiritedenskega v

- letu 2022 zaradi lažjega prepoznavanja k slovenski krajšavi ANP dodajamo časovno oznako merjenja (ANP4t; ANP12m). Pri tem Anketa o izobraževanju odraslih zajema podatke nekoliko širše in vsakih šest let. Na ravni EU tako še vedno obstajata obe anketi/raziskovanji, zato je smiselno, da se v ReNPiO 2022-2030 zaradi primerljivosti opredelijo vse tri ciljne vrednosti.
- <sup>45</sup> SRS 2030 postavlja enako ciljno vrednost tega kazalnika. Po ANP se vsako leto meri vključenost anketirancev v katero koli obliko VŽU v zadnjih štirih tednih pred anketiranjem (rezultate objavlja EUROSTAT).
- <sup>46</sup> Zadnja izvedba ankete do zdaj.
- <sup>47</sup> Vsakih šest let meri vključenost anketirancev v VŽU v dva-najstih mesecih pred snemanjem (rezultate objavlja EURO-STAT). AIO bo v naslednjem obdobju vsakih šest let meril vključenost anketirancev v VŽU oziroma njihovo udeležbo v dvanajstih mesecih pred snemanjem (rezultate objavlja EUROSTAT). Prihodnja izvedba AIO je načrtovana za leto 2022, naslednja pa za leto 2028. Do leta 2030 bosta tako izvedeni dve anketi. Z rezultati zadnje pred letom 2030 bomo preverjali doseganje ciljne vrednosti.
- <sup>48</sup> Opredelitev je zapisana k pojasnilom preračuna v dokumentu Evropske komisije (»Note for EMCO in SPC«, 22. junij 2021), ki so ga prejele države članice.
- <sup>49</sup> Pojmovanje pismenosti se z razvojem družbe nenehno spreminja. Pismenost v ožjem pomenu enačimo s sporazumevalno zmožnostjo, ki vključuje branje, poslušanje, govorjenje in pisanje. V širšem pomenu je pismenost zmožnost in družbena praksa, ki se vse življenje razvija v različnih okoliščinah in na različnih področjih ter prežema vse človekove dejavnosti. Danes je pismenost vse bolj razumljena kot orodje za raziskovanje, razumevanje, ustvarjanje in sporazumevanje v sodobnem svetu, ki je bogat z besedili in informacijami v tiskani obliki ali na zaslonu, se vse bolj digitalizira in nenehno spreminja.
- <sup>50</sup> Po rezultatih PIAAC 2016 so ti odrasli zmožni brati le kratka in preprosta besedila ter uspešno uporabljati le preproste matematične operacije (Javrh, 2016).
- <sup>51</sup> Pojmovanje splošne izobraženosti lahko povzamemo v izjavi: »Izobražen človek mora biti sposoben misliti in pisati jasno in učinkovito; izobražen človek mora doseči poglobljeno znanje na nekaterih področjih vednosti in razviti sposobnost logičnega sklepanja in analiziranja; znati mora kritično presojati poti, po katerih pridobivamo in uporabljamo znanje /.../ še posebej mora biti poučen o estetskih in intelektualnih izkušnjah v zvezi z literaturo in umetnostmi, zgodovini, /.../ družbenih vedah, /.../ fizikalnih in bioloških znanostih; kazati mora določeno stopnjo razumevanja moralnih in etičnih problemov; seznanjen mora biti z drugimi kulturami, in kar ga razlikuje od neizobraženega človeka, je prav to, v kakšni meri je sposoben videti lastne življenjske izkušnje v širšem kontekstu.« (Kodelja, 2004, str. 38-39).
- <sup>52</sup> Tako imenovane spretnosti za življenje ('Life skills for Europe': [https://eaea.org/wp-content/uploads/2018/01/LSE-leaflet\\_Slovenian.pdf](https://eaea.org/wp-content/uploads/2018/01/LSE-leaflet_Slovenian.pdf)): finančna, bralna, zdravstvena, medijska pismenost, spretnosti demokratičnega sodelovanja v družbenih procesih, medkulturni dialog in sobivanje različnih kultur in podobno). Treba je razvijati take spretnosti za življenje oziroma temeljne zmožnosti, ki so odraz sprotne potrebe odraslega in imajo dolgoročne učinke na vključevanje v VŽU. Te spretnosti krepijo posameznikovo avtonomijo, razumevanje delovnih in življenjskih okoliščin ter ustrezna ravnanja in podobno.
- <sup>53</sup> Evropska ciljna vrednost do leta 2025, opredeljena v Evropskem programu znanja in spretnosti (Skills Agenda 2020): <https://ec.europa.eu/social/main.jsp?catId=1223&langId=en>

<sup>54</sup> ibid 48.

<sup>55</sup> Ukrepi na področju višjega strokovnega izobraževanja se izvajajo v skladu s Strategijo višjega strokovnega izobraževanja v Republiki Sloveniji za obdobje 2020-2030: <https://www.gov.si/assets/ministrstva/MIZS/Dokumenti/Visje-strokovno-izobrazevanje/Strategija-visjega-strokovnega-izobrazevanje-RS-2020-2030/Strategija-visjega-strokovnega-izobrazevanja-v-Republiki-Sloveniji-za-obdobje-20202030.pdf>

<sup>56</sup> [https://www.ess.gov.si/\\_files/11238/Analiza\\_Napovednik\\_zaposlovanja\\_2018\\_I.pdf](https://www.ess.gov.si/_files/11238/Analiza_Napovednik_zaposlovanja_2018_I.pdf)

<sup>57</sup> [https://www.ess.gov.si/\\_files/13704/Porocilo\\_Napovednik\\_zaposlovanja\\_2020\\_II.pdf](https://www.ess.gov.si/_files/13704/Porocilo_Napovednik_zaposlovanja_2020_II.pdf)

<sup>58</sup> Poročilo o razvoju - UMAR (2019)

<sup>59</sup> Zbirka delovni zvezki: UMAR. Znanje in spretnosti prebivalcev v Sloveniji. 2018. [http://www.umar.gov.si/fileadmin/user\\_upload/publikacije/dz/2018/Znanje\\_spretnosti\\_odraslih\\_prebivalcev\\_v\\_Sloveniji.pdf](http://www.umar.gov.si/fileadmin/user_upload/publikacije/dz/2018/Znanje_spretnosti_odraslih_prebivalcev_v_Sloveniji.pdf)

<sup>60</sup> Zakon o Slovenskem ogrođu kvalifikacij, 4. člen, Uradni list RS, št. 104/15.

<sup>61</sup> V Zakonu o poklicnem in strokovnem izobraževanju (2006, dopolnitve 2017 in 2019) in v Zakonu o višjem strokovnem izobraževanju (2004, dopolnitev 2013).

<sup>62</sup> ZOFVI za področje vzgoje in izobraževanja opredeljuje strokovne delavce, ki izvajajo izobraževalne programe osnovnošolskega in srednješolskega izobraževanja, ki vodi k pridobitvi izobrazbe in v katere se lahko vključujejo tudi odrasli. Strokovne delavce v srednjem poklicnem in strokovnem izobraževanju natančneje opredeljuje ZPSI-1, strokovne delavce v višjem strokovnem izobraževanju pa ZVSI.

<sup>63</sup> ZIO-1 opredeljuje, da so strokovni delavci v javno-veljavnih izobraževalnih programih za odrasle: učitelj, organizator izobraževanja odraslih in drugi strokovni delavci (19. člen); strokovni delavci v dejavnostih (26. člen) so: svetovalni delavec v izobraževanju odraslih, organizator izobraževanja odraslih in drugi strokovni delavci;

<sup>64</sup> ZIO-1 osebje, ki deluje v neformalnih izobraževalnih programih za odrasle, poimenuje izobraževalci v neformalnih izobraževalnih programih za odrasle (23. člen).

<sup>65</sup> ZPSI-1 določa, da mora izvajalec poklicnega in strokovnega izobraževanja zagotavljati kakovost vzgojno-izobraževalnega dela po načelih celovitega sistema vodenja kakovosti, ki upošteva tudi skupni evropski okvir zagotavljanja kakovosti v poklicnem in strokovnem izobraževanju (16. člen).

<sup>66</sup> ZIO-1 opredeljuje, da morajo imeti javne organizacije, ki izvajajo izobraževalne programe za odrasle in dejavnosti, ki se financirajo iz javnih sredstev, vzpostavljen notranji sistem kakovosti za sprotno spremljanje in samoevalvacijo (68. člen).

<sup>67</sup> V skladu s Priporočili OECD za izboljšanje upravljanja na področju izobraževanja odraslih.

»2. Okrepljen medresorski nadzor in odgovornost v izobraževanju odraslih za izboljšanje usklajenosti politik ter partnerstev med ministrstvi in deležniki.

4. Okrepitev medministrskega usklajevanja na področju izobraževanja odraslih z izboljšanjem ozaveščenosti in spretnosti javnih uslužbencev ter priznavanja in zagotavljanja sredstev za usklajevanje.

5. Okrepitev sodelovanja med vlado z ministrstvi in občinami za uskladitev nacionalnih in lokalnih prizadevanj ter sodelovanja med lokalnimi deležniki za izboljšano uporabo sredstev, znanja in sposobnosti v vsaki regiji.

6. Krepitev sodelovanja vlade/ministrstev z deležniki na področju izobraževanja odraslih za boljše izpolnjevanje potreb odraslih v izobraževanju in delodajalcev.« (<https://www.oecd.org/skills/nationalskillsstrategies/Skills-Strategy-Implementation-Guidance-for-Slovenia-Executive-Summary-Slovenian.pdf>)

- <sup>68</sup> Letni program izobraževanja odraslih samoupravnih lokalne skupnosti opredeljuje 51. člen ZIO-1.
- <sup>69</sup> Agende za trajnostni razvoj do leta 2030, OZN, <https://www.gov.si/zbirke/projekti-in-programi/uresnicevanje-agende-2030/>
- <sup>70</sup> Sklepi Sveta Evropske unije, 10. december 2019, Evropski svet, <https://www.consilium.europa.eu/sl/press/press-releases/2019/12/10/sustainable-europe-by-2030-council-adopts-conclusions/>
- <sup>71</sup> Povzeto po zgoraj navedenem dokumentu.
- <sup>72</sup> Priporočilo Komisije (EU) 2021/42 z dne 4. marca 2021 o učinkoviti aktivni podpori zaposlovanju (EASE) po krizi zaradi COVID-19. C/2021/1372. OJ L 80, 8. 3. 2021 (EUR-Lex - 32021H0402 - EN - EUR-Lex (europa.eu)).
- <sup>73</sup> Zadnja izvedba ankete do zdaj.

## Resolucija o Nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2022–2030 (ReNPIO 22–30)

Koordinatorici delovne skupine vlade za pripravo ReNPIO v RS za obdobje 2022–2030:

mag. Katja Dovžak in Ema Perme, MIZŠ

**Jezikovni pregled:**

Mirjam Furlan-Lapanja, Generalni sekretariat Vlade Republike Slovenije, Sektor za prevajanje

**Besedilo ReNPIO 22–30 so pripravili:**

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**Pri pripravi ReNPIO22–30 so sodelovali predstavniki deležnikov:**

Andragoškega centra Slovenije, Centra RS za poklicno izobraževanje, Strokovnega sveta Republike Slovenije za izobraževanje odraslih, Združenja informacijsko-svetovalnih središč Slovenije, Zveze ljudskih univerz Slovenije, Društva organizacij za izobraževanje odraslih na srednjih šolah, Zveze srednjih šol in dijaških domov Slovenije, Andragoškega društva Slovenije, Urada za makroekonomske analize in razvoj, Statističnega urada RS, Združenja mestnih občin Slovenije, Skupnosti občin Slovenije, Gospodarske zbornice Slovenije, Obrtno-podjetniške zbornice Slovenije, Združenja delodajalcev Slovenije, Zveze svobodnih sindikatov Slovenije, Obalne sindikalne organizacija KS 90, Slovenske univerze za tretje življenjsko obdobje, Trgovinske zbornice Slovenije, Ekonomsko-socialnega sveta Republike Slovenije, Centra Republike Slovenije za mobilnost in evropske programe izobraževanja in usposabljanja, Medobčinskega društva slepih in slabovidnih Nova Gorica, Zavoda Inštitut za elektronsko participacijo.













REPUBLIC OF SLOVENIA  
**MINISTRY OF EDUCATION,  
SCIENCE AND SPORT**

# RESOLUTION

on the Adult Education Master Plan  
in the Republic of Slovenia for the  
2022–2030 period (ReAEMP22–30)





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on the Adult Education  
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Ljubljana, October 2022

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# Dr Darjo Felda

State secretary  
Ministry of Education, Science and Sport



## Let's get equipped with the knowledge

The Resolution on the Adult Education Master Plan in the Republic of Slovenia for the period 2022–2030 (ReAEMP 2022–2030) directs the adult education policy at the national level and contributes to the systemic regulation of the field, including stable financing and determining measures and content related tasks for the development of adult education in the country. The goals stated in the Resolution are: to increase the participation of adults in lifelong learning, to increase the level of basic skills and to improve the general education of adults, to increase the educational level of adults, to increase the skills of the population to respond successfully to the labour market needs, to increase development and research and to improve and strengthen activities in the field of adult education.



Nowadays, more and more changes interfere more deeply in our lives, but at the same time, they are an opportunity to turn them to our advantage with creativity, courage and an active approach. ReAEMP 2022-2030 emphasises equal opportunities and incentives for quality learning and education for all. Participation in lifelong learning is necessary both in the education system and in broader society. No one can take away the acquired knowledge and competencies, so it is essential to be equipped with them as much as possible. New development paradigms and strategies enable the development of an individual into a creative, responsible and progressive member of a connected community. Creating the conditions for developing socially responsible and learning generations that will be connected to each other is necessary.

The rapidly changing conditions in the world and the complexity and diversity of national and global challenges also require an adequate response from the education system at all levels. Faster response to technological, demographic and climate changes is essential. Modern low-carbon societies are energetically, environmentally and socially efficient. The synergy of humans, nature and technology is critical. Possibilities are opening up to us that people have never had before in history. Therefore, knowledge, creativity, courage, the ability to make the right decisions and continuous learning should be essential.

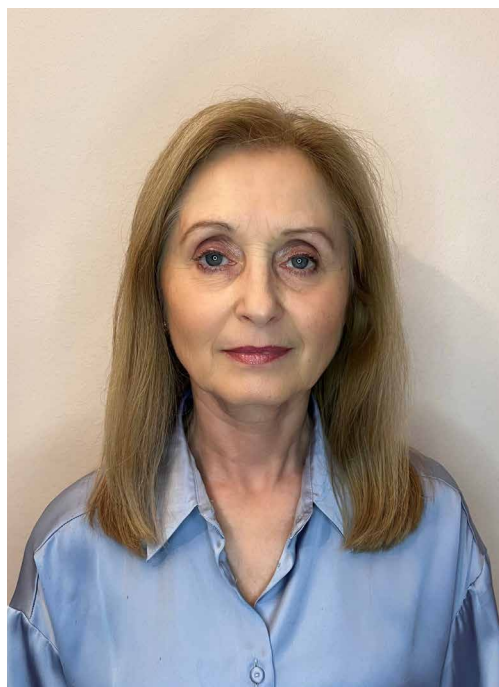
The development of different forms of learning, educational programmes and activities and new approaches to vulnerable groups must become a constant in adult education. Through learning, we build freedom, security and belonging. The response of adult education to uncertain events can be quick and effective. Motivation, which drives the engine of education and increases the level of competence, discovers talents and strengthens the nation's ideational potential, plays a significant role. Knowledge, competencies and skills must be future-oriented. It is always a good time to learn and acquire new knowledge.

ReAEMP 2022-2030 is an opportunity to use development and strategic document to outline and promote solid ministerial cooperation, conduct social dialogue and connect stakeholders to work in the direction of a knowledge society and a learning society that must continuously learn for personal and social development. When a society is equipped with knowledge, it can operate efficiently and effectively.

Learning is the light that illuminates the path that leads to meaningful goals. The importance of lifelong learning should therefore enter the consciousness and functioning of individuals and society.

# Mag. Katja Dovžak and Ema Perme

Coordinators of the government's working group for the preparation of ReAEMP in the Republic of Slovenia for the 2022-2030 period



The Resolution on the Adult Education Master Plan in the Republic of Slovenia for the period 2022-2030 (ReAEMP 2022-2030) is already the third strategic document regulating adult education policy in an independent country. It follows the concept of lifelong learning and is the key to the inhabitant's quality of life and Slovenia's success. In the process of forming goals, indicators and measures, we also followed the eight recommendations of the OECD (2018) for improving the governance of adult education, the results of the PIAAC survey (2015-2018), which contributed to the review of the state of adult skills in Slovenia, and national and international strategies or recommendations. We included more than 30 stakeholders or social partners. Close to 100 experts and individuals from theory and practice participated. They all contribute to shaping the image and state of adult learning and education in Slovenia in various ways. At this point, we sincerely thank everyone for their contributions, reflections, views and constructive suggestions. The experience was rich for everyone.

Creating a successful story depends on mutual trust and cooperation. Therefore, this Master Plan particularly emphasises the importance of the collaboration of the involved ministries, which are committed to implementing measures to achieve the set goals. With good partnership cooperation, we promote and strengthen social dialogue and open communication as well as respond to current social issues. Our goal is to offer adult residents of Slovenia at all stages of their lives the same opportunities and incentives for quality learning and education for holistic development and coexistence with nature.

The vision of the Adult Education Master Plan was shaped by representatives of ministries and the interested public with their views and proposals in numerous discussions. The guidelines and principles of public interest, determined by the Adult Education Act (ZIO-1) (2018), are the basis and guidance that gives meaning to our work, as we want to build on what has been achieved and take advantage of the still untapped potentials for the development of the field.

The processes of implementing the policies and programmes of individual ministries in the field of adult education until 2030 will be intertwined with tests and challenges, the search for answers and practical solutions. The planning and implementation of tasks within the five priority areas will be closely related to the socioeconomic situation, demographic changes, technological development, labour market needs and climate change. Due to advanced information technologies, the roles of the teacher and the participant are also changing. Teachers are increasingly becoming promoters of the learning process and coordinators of learning activities, guides, counsellors and motivators. In addition, participants play an increasingly active role. Only in this way can we ensure quality learning, education and achieving appropriate skills for work, life, personal growth and social engagement. The latter is why the following activities in the field of adult education represent essential support to adult learning, education and training: development and research work, identification of educational needs, implementation of lifelong career guidance and guidance activities, identification and recognition of previously acquired knowledge, quality development, awareness, information and promotion for participation and achievement of learning outcomes in formal and informal education and training.

The task of this Master Plan is to place all target groups of adult residents of Slovenia in the centre and, within the framework of various policies and measures, support and guide learning and education for a fulfilled private life, high-quality and successful work and community co-creation.

We are pleased that the European Union member states also recognise the Adult Education Master Plan in the Republic of Slovenia as an example of good practice in the strategic governance of the field, which contributes to digital transformation, sustainable transition, inclusive growth, economic and social development of the country and the global community.

# Dr Nataša Potočnik

Director of the Slovenian Institute  
for Adult Education



## Collaboration for knowledge

In times of growing demand for knowledge and skills, economic and technological development and environmental challenges, a modern adult education (AE) system is more important than ever.

Suppose we as a country want to deal with inequality, eliminate all forms of poverty and battle against climate change, all of which are defined by the 2030 Agenda for Sustainable Development. In that case, it is necessary to establish the appropriate conditions - starting with the implementation of the 4th goal, i.e. ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

Adults need opportunities and incentives for lifelong learning regardless of their level of education. They need them to maintain employability, fully integrate into (digital) society and for personal fulfilment. But also in a broader sense so that, as individuals, they contribute to the sustainable development of society.

To ensure these incentives and opportunities and, above all, enable access to quality education, we need a national document that contributes to the systemic regulation of the field, including stable financing, determining priority areas and content-related tasks for the development of adult education – the Resolution on the Adult Education Master Plan in the Republic of Slovenia.

Already with the first Resolution (for the period 2004-2010), we stood alongside other countries with developed adult education systems. With it, the stakeholders in AE got a basis for planning the development of adult education. With the third document of this kind – the Resolution on the Adult Education Master Plan in the Republic of Slovenia for the period 2022-2030, we continue our efforts for the highest possible participation of adults in lifelong learning, to raise the level of basic skills and the level of education, empower adults to respond to the labour market needs, for intensive research and development of AE and solid support to participants, providers, development experts and AE policymakers.

The key word here is collaboration. Only in interdepartmental integration and cooperation lies the key to implementing the goals set in the Resolution and, thus, to a better tomorrow for adult residents of the Republic of Slovenia.

Let's educate and spread the culture of lifelong learning together.



# Introduction

The Resolution on the Adult Education Master Plan in the Republic of Slovenia for the 2022-2030 period (hereinafter referred to as: (AEMP22-30) is a strategic document that is based on the Adult Education Act (Official Gazette of the Republic of Slovenia [Uradni list RS], Nos. 6/18 and 189/20 - ZFRO; hereinafter referred to as: ZIO-1).

This defines the Adult Education Master Plan, which establishes the public interest in adult education, including the objectives and indicators of the Master Plan, priority areas of adult education, measures for the provision and implementation of adult education, the indicative volume of public funds for adult education, the ministries responsible for individual measures, the method of coordination in the implementation of the objectives, and the method of monitoring the implementation of the Master Plan. The Master Plan shall also identify the programmes and activities of the competent ministries which are implemented as a public service. The ReAEMP22-30 shall be adopted by the National Assembly of the Republic of Slovenia upon the proposal of the Government of the Republic of Slovenia (hereinafter referred to as: the Government). The draft of the Master Plan shall be prepared by the Ministry of Education, Science and Sport of the Republic of Slovenia (hereinafter referred to as: MESS) in collaboration with other competent ministries. Along with the draft ReAEMP22-30, the MESS shall acquire the opinion of the Expert Council of the Republic of Slovenia for Adult Education (hereinafter referred to as: SSIO). The implementation shall be determined in the Annual Adult Education Programme (hereinafter referred to as: APAE) adopted by the Government. According to the ZIO-1, the public interest at local level is defined in the annual adult education programme adopted by the local self-governing authority or several local self-governing authorities. The funds for the implementation of the public

interest are provided from the State budget, the funds of self-governing local authorities and other sources.

The ReAEMP22-30 guides adult education policy at national level and contributes to the planned regulation of the field, including permanent funding and the definition of measures or substantive tasks for the development of adult education in the country.

The draft ReAEMP22-30 and the draft APAE are prepared by the MESS in LLL European Cohesion Policy (hereinafter referred to as: SVRK) and the Government Office for the Support and Integration of Migrants (hereinafter referred to as: UOIM). The report on the APAE realisation shall be harmonised by MESS and prepared by the Slovenian Institute for Adult Education (hereinafter referred to as: SIAE). The measures of the following ministries shall be included: MESS, Ministry of Labour, Family, Social Affairs and Equal Opportunities of the Republic of Slovenia (hereinafter referred to as: MDDSZ), Ministry of Health of the Republic of Slovenia (hereinafter referred to as: MZ), Ministry of Agriculture, Forestry and Food of the Republic of Slovenia (hereinafter referred to as: MKGP), Ministry of Culture of the Republic of Slovenia (hereinafter referred to as: MK), Ministry of the Interior of the Republic of Slovenia (hereinafter referred to as: MNZ), Ministry of Finance of the Republic of Slovenia (hereinafter referred to as: MF), Ministry of Infrastructure of the Republic of Slovenia (hereinafter referred to as: MZI), Ministry of Public Administration of the Republic of Slovenia (hereinafter referred to as: MJU), Ministry of Economic Development and Technology of the Republic of Slovenia (hereinafter referred to as: MGRT), Ministry of the Environment and Spatial Planning of the Republic of Slovenia (hereinafter referred to as: MOP), Ministry of Justice of the Republic of Slovenia (hereinafter referred to as: MP), Ministry of Foreign Affairs of the Republic of Slovenia (hereinafter referred to as: MZZ) and Ministry of Defence of the Republic of Slovenia (hereinafter referred to as: MO), including activities in the area of adult education in accordance with the law and their programmes and which are part of ReAEMP22-30.

The realisation of ReAEMP22-30 falls within the competence of the relevant ministries that are responsible for adult education and which receive state funds for this purpose. Adult education is largely co-financed by the European Cohesion Policy and other European funds and international programmes, and to a lesser extent by local authorities, which are not identified in the ReAEMP22-30.

The objectives of ReAEMP22-30 are linked to other strategic documents. The implementation of the development objectives of Slovenia's Development Strategy<sup>1</sup> adopted by the Government on 7 December 2017 (hereafter referred to as: SRS 2030) directly depends on the implementation of measures supporting lifelong learning (hereinafter referred to as the: LLL).

The objectives of the ReAEMP22-30 follow the White Paper on Education in the Republic of Slovenia (2011),<sup>2</sup> p. 35, which determines: "The realisation that education that ends at a young age is simply no longer sufficient for the individual or for modern society is the reason for the growing importance of LLL. Just as important as vocational education is general education, which contributes to the development of personal potential, general cultural awareness (the development of cultural and social capital) and empowers people to manage the conditions of their own lives and to take responsibility for creating and changing them, including active social and political participation". Adult learning cannot be reduced to the acquisition of skills and skills for the labour market.

During the implementation of AEMP13-20, the following important innovations were adopted in the systemic environment: amendment of the Organisation and Financing of Education Act (Official Gazette of the Republic of Slovenia, No. 16/07 - official consolidated text, 36/08, 58/09, 64/09 - amend., 65/09 - amend., 20/11, 40/12 - ZUJF, 57/12 - ZPCP-2D, 47/15, 46/16, 49/16 - amend. and 25/17 - Zvaj; hereinafter referred to as: ZOFVI), ZIO-1, Operational Programme for the Implementation of the Cohesion Policy in the period 2014-2020,<sup>3</sup> SRS 2030, S4 - Slovenian Smart Specialisation Strategy,<sup>4</sup> Strategy for a Long-Lived Society (2017)<sup>5</sup> and National Literacy Strategy for the 2019-2030 Period (2019).<sup>6</sup>

The ReAEMP22-30 was developed in the context of the COVID-19 pandemic and takes into account the importance of building resilience to such and similar social and economic challenges. In addition to the constraints in almost all areas of life and work, the new conditions to which social subsystems have had to adapt overnight, with the introduction of new forms of work (working from home, distance learning, quarantine, waiting for work), open up opportunities to increase learning and educational activities. This expands the possibilities for the use and development of modern communication technology in adult education.

The preparation of the ReAEMP22-30 also considers the results of the international research entitled "Programme for International Assessment



of Adult Skills”<sup>7</sup> (hereinafter referred to as: PIAAC) in Skills Strategy Implementation Guidance for Slovenia: Improving the Governance of Adult Learning (Organisation for Economic Co-operation and Development (hereinafter referred to as: OECD), 2018)<sup>8</sup>. The PIAAC results showed that 24.9 % of adults in Slovenia achieved only level 1 or less than level 1 in vocabulary skills (OECD average 18.9 %) and 25.8 % achieved level 1 or less than level 1 in numeracy skills<sup>9</sup> (OECD average 22.7 %). In total, 31.18 % (OECD average 27.18 %), or approximately 400,000 adults aged 16-65, have only the lowest levels of literacy and maths skills. In solving problems in technology-rich environments, 49.2 % of adults scored at or below the first level<sup>10</sup> (OECD average 42.9 %). At the same time, 18.4 % of adults in the survey (14.6 % in the participating countries) stated that they had no previous experience of using computers, i.e. they lacked basic computer skills.

Rapid and major changes are also altering the way the world works to solve problems. A development pattern is emerging that seeks synergies between economic, social and environmental objectives (concepts of green growth (OECD), green economy (UNEP)). But resource-efficient and low-carbon societies are based on increasing energy, environmental and social efficiency, rather than on increasing consumption of space, raw materials and energy. The rapidly changing world situation and the complexity and multiplicity of domestic and global challenges also require an education system at all levels to be responsive to personal and societal development and the needs of labour market development.

The ReAEMP22-30 covers education, further education, training and learning for the adult population who have completed primary education or are at least 15 years old. In the acquisition of public education, it is limited to post-secondary education, i.e. adult education in primary, vocational, secondary vocational, lower secondary and higher vocational education.

### The vision of the ReAEMP22-30:

The adult population of Slovenia has equal opportunities and incentives for quality learning and education at all stages of life for their holistic development and sustainable living.

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# II.

## Starting points

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The social and systemic environment in which adult learning programmes and activities are implemented is linked to social and economic characteristics and other developmental influences and global changes. Laws define the basic conditions for the implementation of adult education programmes and activities co-financed by public funds and the conditions for providers, which include quality assurance.

ReAEMP22–30 defines the vision, objectives and priority areas of adult education in line with the broader development objectives of the country. This chapter presents the legal guidelines which are the basis for achieving greater participation in LLL, raising the general educational attainment of the population, increasing the skills of the population to respond successfully to the needs of the labour market, and strengthening activities to achieve the set objectives. These can be achieved through a holistic approach and efforts in other areas as well as policy coordination.

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### 1. Legal bases

The ZOFVI determines:

a public network of public adult education organisations that enables adults to complete primary school, enrol in public adult education programmes and provide adult education counselling (Article 11).

### The ZIO-1 determines:

- that public service in the field of adult education consists of adult basic education and adult education counselling (Article 52);
- the principles of the public interest in the field of adult education (Article 4):
  - fairness and equality of opportunity in access to, treatment of, and achievement of outcomes in learning and education,
  - freedom and autonomy to choose the pathways, content, forms, means and methods of education,
  - the quality of education,
  - proportionate distribution of resources for education and learning according to needs at different stages of life,
  - a systemic integration of formal and non-formal education and non-formal learning,
  - a balance between general and vocational education,
  - creativity and flexibility, taking into account specific cultural, social and educational characteristics,
- the attainment of nationally defined and internationally comparable educational standards; and
- the secular nature of adult education provided as a public service;
- the objectives of the public interest in the field of adult education (Article 5):
  - to provide access to quality education and learning opportunities,
  - to provide general and vocational skills for personal growth, active participation in the community and the labour market,
  - to empower people to participate democratically in social processes and to act in a socially responsible manner,
  - to strengthen empowerment in sustainable development, green economy, culture and health,
  - to strengthen capacities for mutual tolerance, respect for difference and cooperation with others, respect for human rights and fundamental freedoms,
  - to strengthen critical thinking among individuals and different social groups,
  - to foster solidarity, cooperation and exchange of knowledge and experience between generations,
  - to encourage citizens to work together for the betterment of society,

- to reduce structural and individual barriers to public participation in education and learning,
- to encourage less educated and other vulnerable groups to participate in education and learning,
- to reduce the proportion of the population without basic or vocational education; and
- to increase the proportion of the population that has completed 4 years of upper secondary education.

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## 2. Strategic and programme documents

ReAEMP22–30 contributes to the coherent implementation of adult education at the national level and links with the objectives and content of the following strategic and programming documents at the national and international level.

ReAEMP22–30 is aligned with European strategic documents in terms of mission, vision, objectives, target groups, priority areas, measures and co-financing instruments. At the European Union level (hereafter referred to as: EU) the field of adult education, as well as VŽU, is defined in strategic and programming documents at the EU level, which set out strategic orientations and recommendations to Member States. Member States, in accordance with the principle of subsidiarity, integrate these orientations into their social and economic strategies, documents, programmes or action plans.

### 2.1 National documents

- SRS 2030,
- Strategy for a Long-Lived Society,<sup>11</sup>
- S4 Slovenian Smart Specialisation Strategy;
- Guidelines for the Implementation of Active Employment Policy for the 2021–2025 Period,<sup>12</sup>
- National Literacy Strategy for the 2019–2030 Period,<sup>13</sup>
- Skills Strategy Implementation Guidance for Slovenia: Improving the Governance of Adult Learning,<sup>14</sup>
- Resolution on the National Environment Protection Programme for the 2020–2030 period (ReNPVO20–30),<sup>15</sup>

## 2.2 International documents and recommendations

- Agenda 2030,<sup>16</sup>
- European Green Deal,<sup>17</sup>
- Skills Agenda,<sup>18</sup>
- European Education Area – EEA 2020,<sup>19</sup>
- Digital Education Action Plan, 2021-2027,<sup>20</sup>
- Upskilling Pathways - New opportunities for adults,<sup>21</sup>
- Green Paper on Ageing<sup>22</sup> (fostering solidarity and responsibility between generations)
- European Pillar of Social Rights,<sup>23</sup>
- Action Plan for the European Pillar of Social Rights,<sup>24</sup>
- Commission Recommendation (EU) 2021/402 on an effective active support to employment following the COVID-19 crisis (EASE),<sup>25</sup>
- Council Recommendation of 30 October 2020 on a Bridge to Jobs – Reinforcing the Youth Guarantee and replacing the Council Recommendation of 22 April 2013 on establishing a Youth Guarantee.<sup>26</sup>

A brief summary of the aforementioned documents pertaining to adult education can be found in Annex 2.

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## 3. Socio-economic situation and impacts on the development of adult education

The Government of the Republic of Slovenia approved the draft National Recovery and Resilience Plan (April 2021)<sup>27</sup> (hereinafter referred to as: RRP), which is one of the cornerstones for a successful recovery and long-term development of our country after the setback caused by the COVID-19 pandemic. Slovenia has faced some development risks before, as trends in certain areas diverged from the SRS 2030 guidelines. In particular, the slow response to technological, demographic and climate change has stood out.

Investment growth, and in particular productivity growth, which is a key long-term determinant of economic development and the well-being of the population, has remained modest in Slovenia in the aftermath of the financial and economic crisis. Productivity growth in the past period was mainly driven by employment growth. The prospects for such economic progress will be limited in the medium term, mainly due to demographic changes and

the impact of the COVID-19 pandemic, and Slovenia will therefore focus on investing in reforms and investments that will help to increase productivity to reach the EU27 level of development. Innovation is the most important driver of productivity in the long term, but investment in this area has been declining in our country, and the deployment of the most sophisticated technological solutions for digital transformation has been too slow.

In terms of climate change mitigation, the biggest challenges are the continued increase in greenhouse gas emissions from transport, the stagnation of renewable energy use over several years, the insufficient implementation of changes towards a circular economy and the insufficiently sustainable use of space.

In terms of ageing indicators, Slovenia does not differ much from the EU average, but with social protection systems not adapted, age-related expenditure is expected to grow at a higher rate. Demographic change has exacerbated the shortage of adequate labour in the boom period, which is becoming an increasingly important constraint to further development in the medium term, as well as in the light of rapid technological change. The country is experiencing a skills shortage and a segmented labour market for young people. This calls for an appropriate response, in particular in adapting education programmes to the needs of society and the economy and in creating an enabling environment to attract and retain a workforce with the right skills. Demographic trends and technological developments also make it important to strengthen LLL.

The RRP includes the following sets of reform and investment actions: Green Transition, Digital Transformation, Smart, Sustainable and Inclusive Growth, and Health and Social Security, which respond to the six sets of challenges as identified by the EU.

These changes have direct and indirect implications for the design of subsystems, including education, in which the implementation of the LLL concept plays a very important role. It is difficult to predict the development environment in which adult learning will operate in the future over the longer term. This is particularly true in the context created by the COVID-19 pandemic.

**The world economy and other subsystems are conditioned by major changes in the world, such as:**

#### a. Demographic development

The demographic structure of the population in Slovenia (Table 1) shows an increase in the average age and the proportion of people aged 65 and

over. The ageing index (the ratio of people aged 65 and over to young people aged 14 and under) was already 132.9 in 2019 (156.7 for women), compared with 87.8 in 2000.

Table 1: Slovenia's population by average age and gender, 2013-2019

<b>Population: age, gender, proportion, index</b>	2013	2014	2015	2016	2017	2018	2019
Average age (years)	42,2	42,4	42,6	42,9	43,1	43,3	43,4
Men	40,6	40,9	41,1	41,4	41,6	41,8	41,9
Women	43,7	43,9	44,1	44,3	44,6	44,8	44,9
Proportion of people, 65 years or older	17,3	17,7	18,2	18,7	19,1	19,7	20
Men	14,1	14,6	15,1	15,7	16,2	16,8	17,1
Women	20,4	20,7	21,2	21,6	22,1	22,6	23
Ageing index	118,9	120,5	122,7	125,4	127,8	130,6	132,9
Men	93,4	95,5	98,3	101,6	104,3	107,8	110,3
Women	145,9	147	148,5	150,7	152,6	154,8	156,7

Source: SURS

Slovenia's population age structure is changing. Society is becoming increasingly long-lived: life expectancy is increasing, and the proportion of people over 65 is rising rapidly. These trends will become even more pronounced in the coming years.

The projected population image excluding immigration shows that the number of children and young people in education will decline over the next ten years, while the proportion of older people will increase. Eurostat projections for Slovenia predict that net migration will fall from 4,000 in 2020 to 2,500 by 2030, then rise to 4,500 by 2050 and fall again to less than 2,000 per year. These flows will also affect the nature and extent of education and training needs and will also be affected by the COVID-19 pandemic.

## b. Socio-economic development

Several scenarios are possible for social and economic development, most of which depend on economic development and the recovery from the COVID-19 pandemic crisis and the adequacy of responses to growing

environmental problems. In the optimistic scenario, the economy will shift towards service industries, high-end knowledge and greener technology, with a much higher proportion of highly skilled workers employed. In the pessimistic scenario, we will maintain current economic structures, increasing environmental pressures, and increasing consumption of space, raw materials and energy, with the impact of lower job complexity and lower need for education.

### c. Technological development

Technological developments will affect adult learning in the following ways:

- the growth in the need for additional training and continuous updating of skills in all fields and activities (disappearance of some occupations and replacement by new ones requiring different skills; new services are also linked to the new pattern of development);
- providing different methods of learning that are more effective than traditional ones;
- changing access to knowledge (educational organisations and teachers are no longer the only source of knowledge; knowledge acquired in new learning environments requires different criteria and procedures for evaluating previously acquired knowledge);
- the development of information and communication technologies (hereinafter referred to as: ICT) will increase the possibilities of modern forms of learning, changing the role of practitioners and adult educators.

### d. Needs and requirements of the labour market

Developments in the labour market will influence the need for education, training, further training and the evaluation of previously acquired skills. The lengthening of working lives will have a significant impact, increasing the demand for training, the acquisition of additional skills and the adaptation of jobs to older workers. Cedefop's needs projections show that by 2030, 49% of jobs in the Republic of Slovenia will require a medium-skilled workforce, 46% a high-skilled workforce and 5% a low-skilled workforce.<sup>28</sup> The lack of basic skills in a significant proportion of the population (PIAAC, 2016) with lower levels of educational attainment calls for an appropriate alignment of adult education, training and development policies to match labour market needs.





## 4. Education structure and population activity

Education, training and participation in a range of adult learning activities (hereafter “activities”) are designed to strengthen and develop human, cultural and social capital, which research shows can be measured in terms of educational attainment in relation to other factors, the most important of which is the activity of the population. Higher levels of education have a positive impact on the development of individuals in various areas in achieving work, personal and social goals and on increased participation in LLL.

### 4.1 Educational structure of Slovenia’s population

From 2011 to 2019, the composition of Slovenia’s population aged 15 and over has changed, as shown in Tables 2 and 3. The increase in the proportion of the population at each level of education and age group can be attributed to a large extent to demographic trends and the current education and employment policy framework.

Table 2: Slovenia's population aged 15 and over, by level of education and by age group in 2011

Age in years/ education	TOTAL	%	non- finished basic education	%	basic education	%	short upper secondary vocational education, upper secondary vocational education	%	upper secondary technical and general education	%	short- cycle higher vocational education	%	higher education	%
15-24 years	229,830	12,9	2,661	1,2	97,307	42,3	21,596	9,4	101,757	44,3	1,160	0,5	5,349	2,3
25-49 years	762,262	42,8	8,165	1,1	105,560	13,8	182,525	23,9	267,943	35,2	39,100	5,1	158,969	20,9
50-64 years	428,300	24,1	20,570	4,8	113,174	26,4	121,825	28,4	104,323	24,4	27,717	6,5	40,691	9,5
65 +	338,944	19,0	46,575	13,7	119,067	35,1	80,891	23,9	57,728	17,0	16,244	4,8	18,439	5,4
SKUPAJ	1,759,336	98,8	77,971	4,4	435,108	24,7	406,837	23,1	531,751	30,2	84,221	4,8	223,448	12,7

Source: SURS

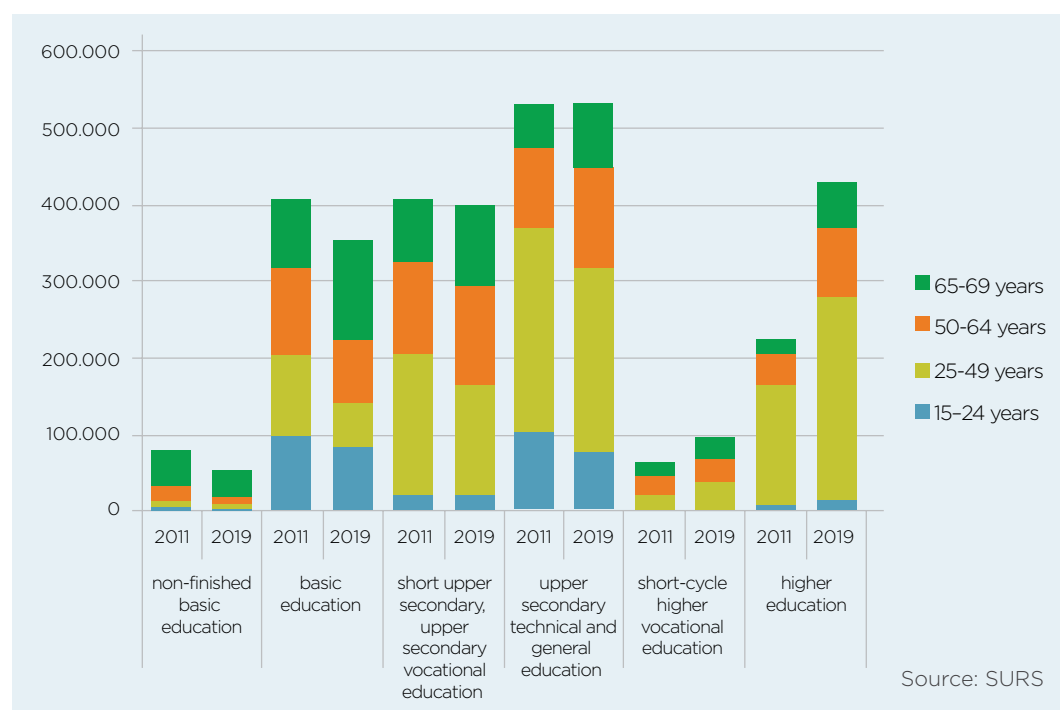
Table 3: Slovenia's population aged 15 and over, by level of education and by age groups in 2019

Age in years	TOTAL	%	non- finished basic education	%	basic education	%	short upper secondary vocational education, upper secondary vocational education	%	upper secondary technical and general education	%	short- cycle higher vocational education	%	higher education	%
15-24 years	196,887	10,5	1,959	0,1	82,969	4,5	19,407	1,0	75,617	4,1	2,092	0,1	14,843	0,8
25-49 years	757,254	40,5	5,566	0,3	56,835	3,1	143,969	7,7	240,875	12,9	36,991	2,0	273,018	14,1
50-64 years	479,476	25,6	10,072	0,5	84,725	4,6	129,982	7,0	130,932	7,0	30,386	1,6	93,379	5,0
65 +	438,174	23,4	34,499	1,9	130,373	7,0	106,110	5,7	85,979	4,6	25,120	1,3	56,093	3,0
SKUPAJ	1,871,791	100,0	52,096	2,8	354,902	19,2	399,468	21,4	533,403	28,6	94,589	5,0	437,333	22,9

Source: SURS

Figure 1 shows the comparability of the educational structure of the population by age group, showing the highest increase in the number of tertiary-educated people in all age groups. In the comparable years 2011 and 2019, the largest increase in the population with lower vocational, secondary and tertiary education is seen in the age category 50 years and over. However, the proportion of the population with lower and upper secondary vocational education and primary education has decreased in the age categories 25-49.

Figure 1: Slovenia's population aged 15 and over, by level of education and by age groups in 2011 and 2019

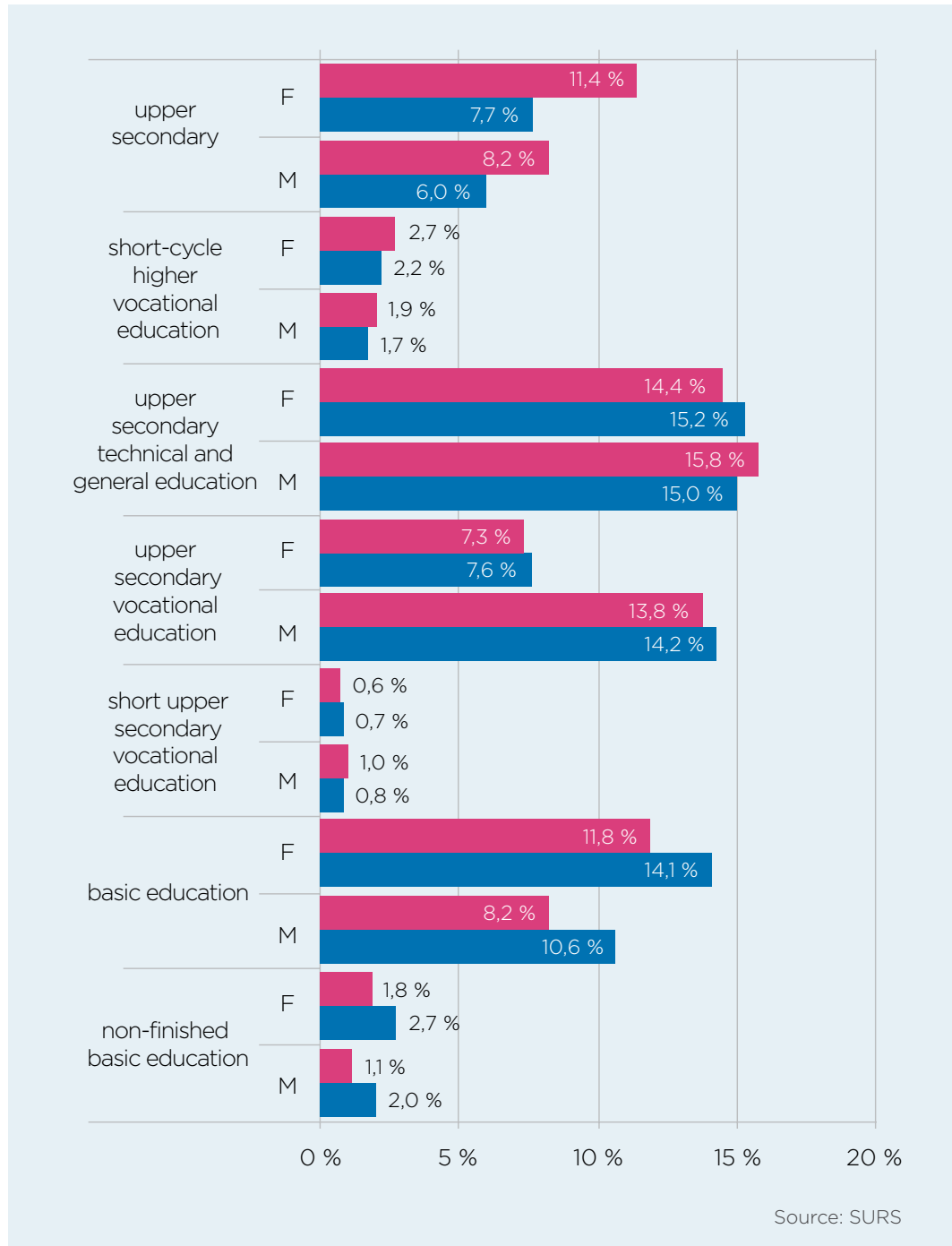


The following shows the gender composition of education by age group.

A comparison of the educational composition of the population aged 15 and over by gender for 2011 and 2019 is shown in Figure 2.

From 2011 to 2019, the proportion of the population with tertiary and higher education has increased the most, especially for women. The proportion of the population with primary education has decreased over this period, with women having a lower proportion of primary education than men.

Figure 2: Slovenia's population aged 15 and over, by level of education and by gender in 2011 and 2019, by proportion



## 4.2 Population's activity

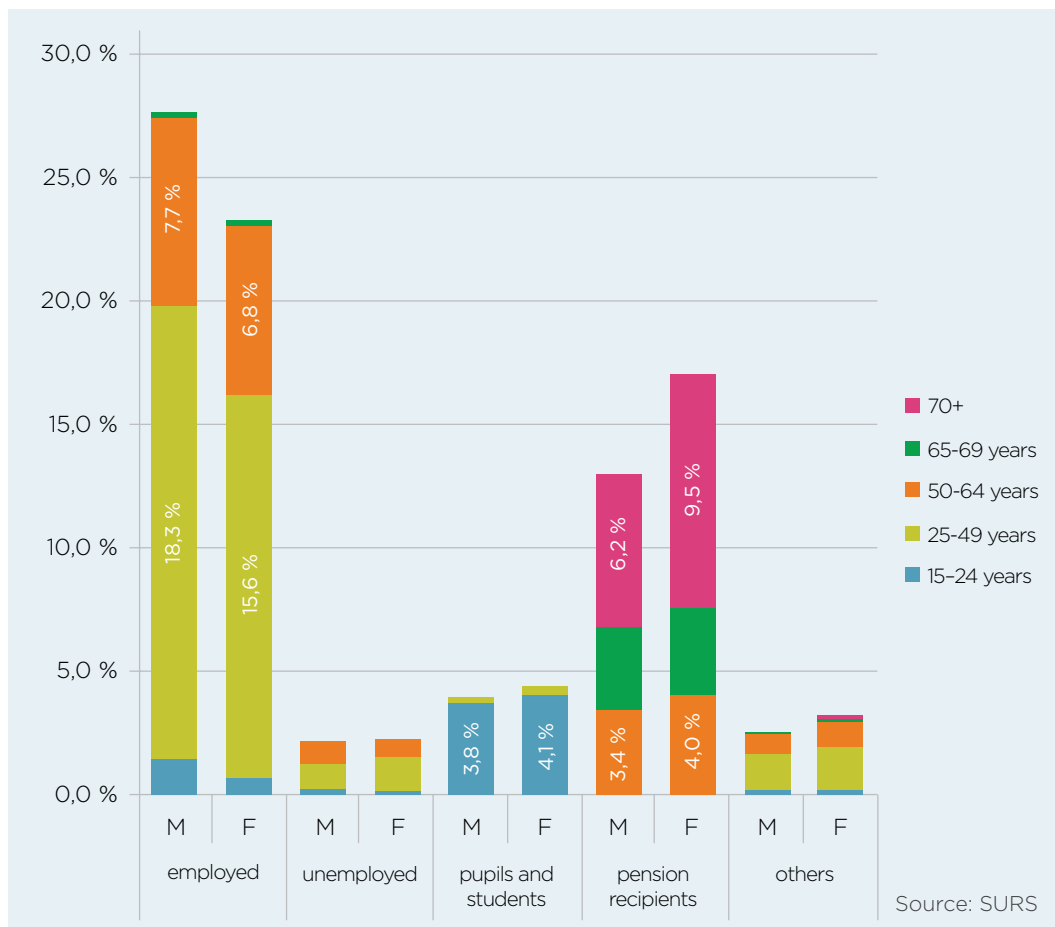
According to the Statistical Office of the Republic of Slovenia (hereinafter referred to as: SURS) one of the population's characteristics is a low level of elderly activity, especially among women. This level is increasing due to demographic movements, but greatly depends on the level of education.

### 4.2.1 Population's activity by status, age and gender

Figure 3 shows the following gaps in 2019:

- The proportion of active people over 50 is very low;
- the proportion of unemployed rises with age and is high in the 50-64 age group;
- the proportion of inactive people is highest in the 25-49 age group.

Figure 3: Population's activity by status, age and gender in 2019, by proportion



## 4.2.2 Population's activity by status, education and gender



Data are available for the population aged 15 and over, by gender but not by age group.

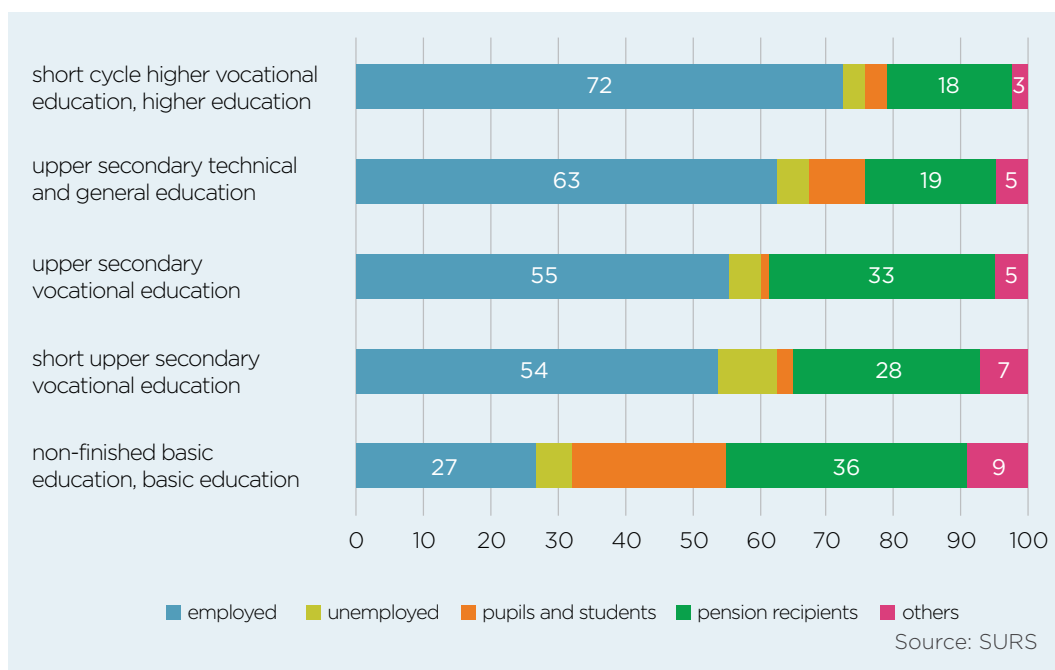
Among men, there were approximately 134,000 over 65 in 2011 (97 % of whom were pensioners) and 176,000 in 2019 (97 % of whom were pensioners). Among women, there were approximately 204,000 over 65 in 2011 (92 % of whom were pensioners) and 237,000 in 2019 (97 % of whom were pensioners). Table 4 shows the educational composition of the over-65s for 2011 and 2019 in proportions, showing that the educational composition has improved during this period. Among men, there were approximately 204,000 over 65 in 2011 (97 % of whom were pensioners) and 237,000 in 2019 (97 % of whom were pensioners).

Table 4: Education of the elderly aged 65 and over by proportion in 2011 and 2019

Gender/ year	Primary school or below		High school (lower vocational, vocational, four-year) total		Higher and high education	
	2011	2019	2011	2019	2011	2019
Men	30,2	25,3	54,5	57,7	15,4	17
Women	61,1	50,8	32,0	38,2	6,9	11,1

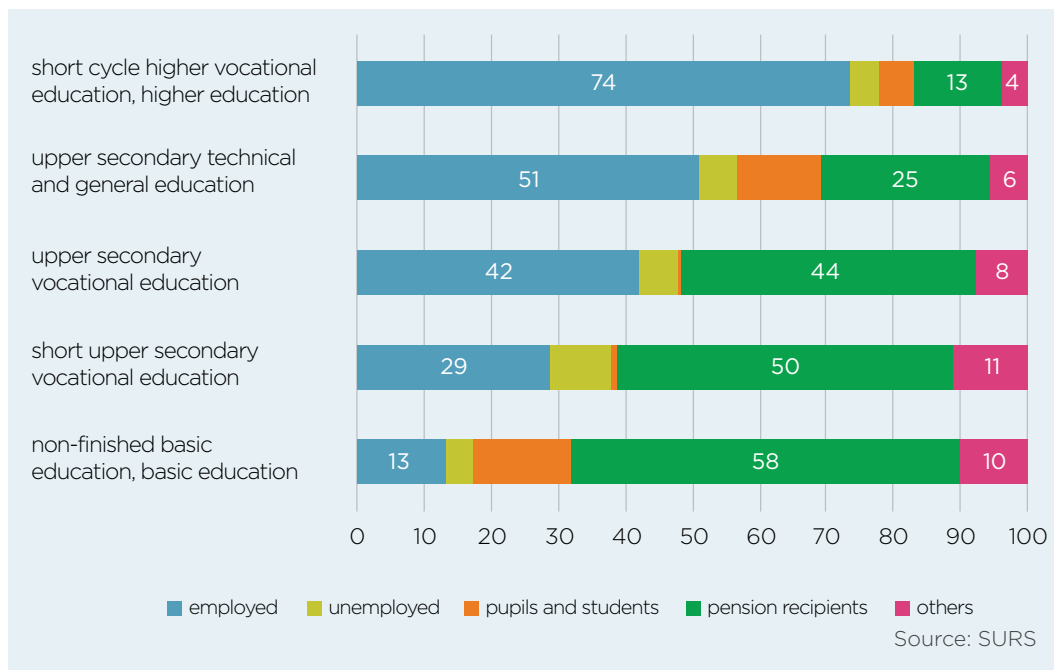
Figure 4 shows the proportion of employed men by education and shows that educational attainment has a significant impact on labour force participation. Among men aged 15+ with completed primary education, 45 % are inactive (36 % retired and 9 % other), while among those with higher education, the proportion of inactive men is 21 % (18 % retired and 3 % other).

Figure 4: Population – men aged 15 and over, by education and work activity in 2019, by proportion



For women, the activity rate is even more dependent on the level of education, as shown in Figure 5. As many as 68 % of women aged 15 and over with at most primary education are inactive (of whom 58 % are retired and 10 % are otherwise inactive), while the proportion of inactive women among those with higher and tertiary education is 17 % (13 % retired and 4 % otherwise inactive).

Figure 5: Population – women aged 15 and over, by education and work activity in 2019, by proportion



### 4.3 Educational structure of the unemployed

Educational attainment is the factor that most clearly shows differences in labour force participation, according to research. According to the Employment Service of the Republic of Slovenia (hereinafter referred to as: ZRSZ) (2014-2019; Figure 6), the highest proportion of the unemployed consists of those who have completed a primary level of education or lower, suggesting that these people are less employable. This proportion has been declining in recent years, probably due to the fact that more and more people are completing primary school. This is followed by the proportion of people with a vocational secondary education and a four-year upper secondary education.

Table 5 and Figure 6 show that the level of education attained has an impact on unemployment, as the proportions vary considerably according to the different levels of education completed. Low educational attainment makes it difficult for unemployed people to re-enter the labour market, so it is essential for this group to acquire and strengthen their skills, knowledge and skills to improve their employment prospects and increase



their competitiveness on the labour market. The integration of the low-educated unemployed into the labour market requires in-depth attention. This group is also associated with long-term unemployment due to their lack of skills, all of which points to the need to engage them in further education. This group of unemployed has a longer average duration of unemployment than other groups (37.3 months in 2019).

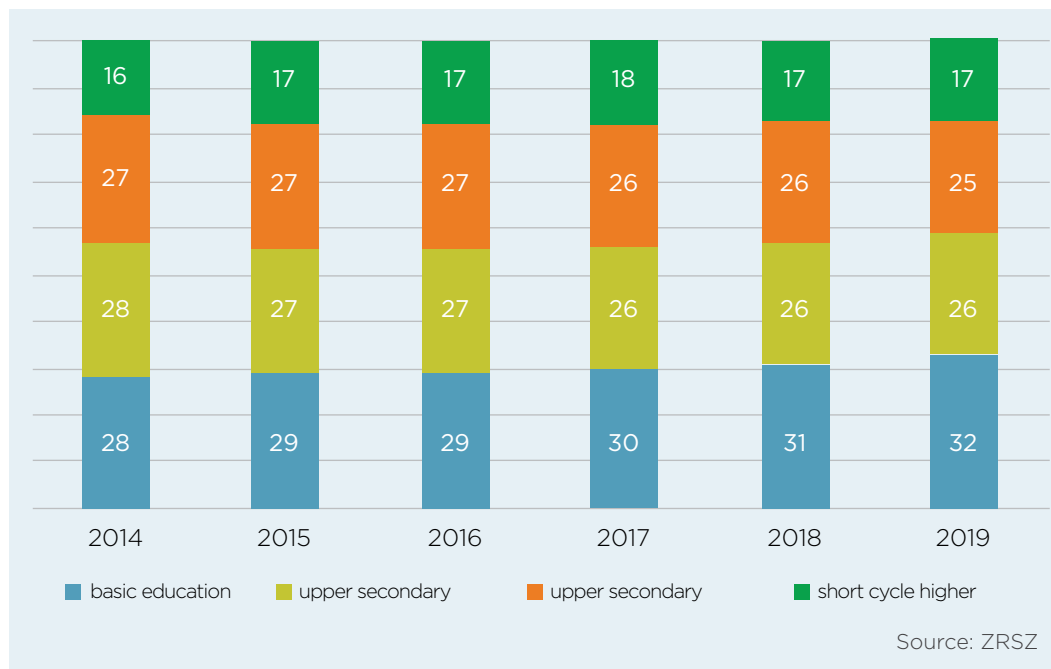
At the same time, this shows the need for greater cooperation in planning and implementing joint actions and instruments at the level of different policies, social partners and other stakeholders at a national and local level. Given the structural nature of unemployment in Slovenia, such cooperation is key to designing appropriate programmes to meet labour market needs and to facilitate and speed up the transition to employment.

Table 5: Registered unemployed by education level from 2014 to 2019

Education/year	2014	2015	2016	2017	2018	2019
Total registered unemployed – average in individual year	120.109	112.726	103.152	88.648	78.474	74.178
Of which:						
- Basic education or lower	33.789	32.259	30.186	26.670	24.341	23.449
- Upper secondary vocational education	34.068	30.886	27.643	23.381	20.448	19.273
- Upper secondary technical and general education	33.024	30.885	27.478	22.614	20.105	18.840
- Short-cycle higher vocational education and higher education	19.229	18.697	17.845	15.983	13.580	12.616

Source: ZRSZ

Figure 6: Level of education of registered unemployed from 2014 to 2019, by proportion



## 5. Achievements of AEMP13-20 and international comparison

To assess the state of adult learning, we use official statistics to the greatest extent possible, but also other databases and contextual sources. The analysis of the implementation of the AEMP13-20 shows that the implementation of the objectives, programmes and activities contributes to the development of the field and to raising adults' education level, skills and capacities for personal development, employability and participation in society. Unfortunately, we have not made progress in achieving the overarching indicator, the participation of adults aged 25-24 in LLL (LFS), during this period, which means that the actions taken have not sufficiently supported the participation of adults in LLL. The quantitative achievements of ReAEMP13-21 are summarised below.

## 5.1 Achievement of umbrella indicators

### 5.1.1 First indicator: Participation of adults in LLL aged 25 to 64

This indicator is obtained using the Active and Non-active Population Survey (LFS), which measures the participation of adults in European countries in any form of LLL in the four weeks prior to the survey each year and is published by Eurostat.

In Slovenia, the participation of the population aged 25-64 in LLL has fallen from 16 % in 2011 to 11.2 % in 2019. In 2020, it reached its lowest proportion, 8.4 %. There are several reasons for the underachievement of the indicator, and it is a subject for further research. The significant drop in 2020 is attributed to the COVID-19 pandemic, as the situation is similar across EU Member States. The tax rate in 2020 was 8.4 % Slovenia is below the European average for the first time in 10 years. Table 6 on adult participation in LLL 2011-2020 shows, in addition to data for Slovenia, data for the EU27 average and for countries with which the country is often compared.

Table 6: Participation of adults in LLL from 2011 to 2020, selected EU member states

State/ year	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
EU 27	8,1	8,2	9,9	10,1	10,1	10,3	10,4	10,6	10,8	9,2
Denmark	32,3	31,6	31,5	31,9	31,5	28	26,9	23,5	25,3	20,5
Germany	7,9	7,9	7,9	8	8,1	8,5	8,4	8,2	8,2	8,0
Estonia	11,9	12,8	12,6	11,6	12,4	15,7	17,2	19,7	20,2	17,1
Croatia	3,1	3,3	3,1	2,8	3,1	3	2,3	2,9	3,5	3,2
Italy	5,7	6,6	6,2	8,1	7,3	8,3	7,9	8,1	8,1	7,2
Hungary	3,0	2,9	3,2	3,3	7,1	6,3	6,2	6	5,8	5,1
Austria	13,5	14,2	14,1	14,3	14,4	14,9	15,8	15,1	14,7	11,7
Slovenia	16,0	13,8	12,5	12,1	11,9	11,6	12	11,4	11,2	8,4
Slovakia	4,1	3,2	3,1	3,1	3,1	2,9	3,4	4	3,6	2,8
Finland	23,8	24,5	24,9	25,1	25,4	26,4	27,4	28,5	29	27,3
Sweden	25,3	27,0	28,4	29,2	29,4	29,6	30,4	31,4	34,3	28,6

Source: EUROSTAT

Adult participation in LLL is closely correlated with education and age, as shown in Tables 7 and 8, which show, for the same countries as in Table 6 and the EU27 average, the adult participation rate in LLL by education and age (LFS 2010 and 2019). Differences in participation rates in LLL between the most and the least educated are pronounced in the selected countries, as is also the case for Slovenia. Adults with more than an upper-secondary education participate in much more education than those without such education. The PIAAC survey has shown that the skills adults use and enhance for life and work depend on several socio-demographic factors, not only on educational attainment.<sup>29</sup>

Table 7: Participation of adults in LLL by education by proportion, selected EU states (ISCED)<sup>30</sup>

	2010					2019				
	Total	ISCED 0-2	ISCED 3-4	ISCED 5-8	ISCED 5-8/0-2	Total	ISCED 0-2	ISCED 3-4	ISCED 5-9	ISCED 5-8/0-2
EU 27	9,3	3,9	8,2	17,1	4,4	10,8	4,5	8,9	19	4,2
Denmark	32,7	23,8	30,7	41,2	1,7	25,3	17,7	22,6	31,4	1,8
Germany	7,8	2,9	7,1	12	4,1	8,2	4,1	7	12,4	3,0
Estonia	11	2	7,7	18,6	9,3	20,2	9,2	14,7	29,2	3,2
Italy	6,2	1,3	8,1	16,1	12,4	8,1	2,1	8,8	18,3	8,7
Hungary	3	0,7	2,9	5,3	7,6	5,8	2,5	4,8	10	4,0
Austria	13,8	4,6	12,7	26,1	5,7	14,7	5,7	10,8	24,5	4,3
Slovenia	16,4	3,5	15	28,9	8,3	11,2	2,3	7,7	20	8,7
Finland	23	9,8	21,2	31	3,2	29	16,8	24	36,4	2,2
Sweden	24,7	16	21,4	34,1	2,1	34,3	23,7	28,6	43,2	1,8

Source: EUROSTAT

ISCED 5-8/0-2 in the table refers to the ratio of participants with ISCED 5-8 education to participants with 0-2 education. The result shows that in Slovenia in 2019, 8.7 times more people with tertiary education participated in any form of organised education or learning than those with primary or lower vocational education, compared to a ratio of 1.7 in Denmark, 1.6 in Sweden and 3.7 in Estonia and Hungary in 2020.

Age has been a significant predictor of participation in LLL in previous empirical studies. The data show that the level of participation in LLL

declines with age, but not linearly and not at the same rate in each country; in Slovenia this is very pronounced.

Table 8: Participation of adults in LLL by age, in percentage, selected EU states

Age class	25-34 years		35-44 years		45-55 years		55-64 years	
	2010	2019	2010	2019	2010	2019	2010	2019
Year	2010	2019	2010	2019	2010	2019	2010	2019
EU 28	15,8	17,9	9,3	11,6	7,5	9,7	4,6	6,7
Denmark	42,6	34,7	32,6	25,6	31,2	22,5	25,1	18,3
Germany	17,4	18,2	6,7	7,4	5,3	5,3	3,0	3,3
Estonia	17,5	29,9	12,3	22,3	8,6	16,9	4,7	10,6
Croatia	9,8	9,7	1,7	3,1	0,5	1,4	0,1	0,5
Italy	13,1	15,3	5,3	7,6	4,4	6,6	2,5	4,8
Hungary	7,4	9,7	2,7	5,9	1,3	5,2	0,3	2,5
Austria	23,0	24,4	14,1	15,1	11,4	12,1	6,7	7,6
Slovenia	29,6	18,1	17,4	12,1	11,1	9,6	6,4	6,0
Slovakia	6,4	5,9	2,7	3,9	1,6	3,0	0,7	1,5
Finland	33,7	37,8	25,4	31,8	21,6	27,3	13,0	19,3
Sweden	34,4	42,1	25,5	35,5	22,4	33,2	16,7	24,9

Source: EUROSTAT

Data on participation in LLL by age indicate:

- For adults (25-34 years), the participation rate in 2010 (29.6 %) was much higher than the EU average (15.8 %) and comparable to Sweden (34.4 %) and Finland (33.7 %). By 2019, Slovenia sees a significant decline (18.1 %);
- For adults in the 35-44, 45-55 and 55-64 age categories, the participation rate in LLL has fallen from 2010 to 2019, while the EU28 average for these categories has risen;
- for adults (55-64), Slovenia is below the EU28 average.

### 5.1.2 Second indicator: Adult participation rate in LLL

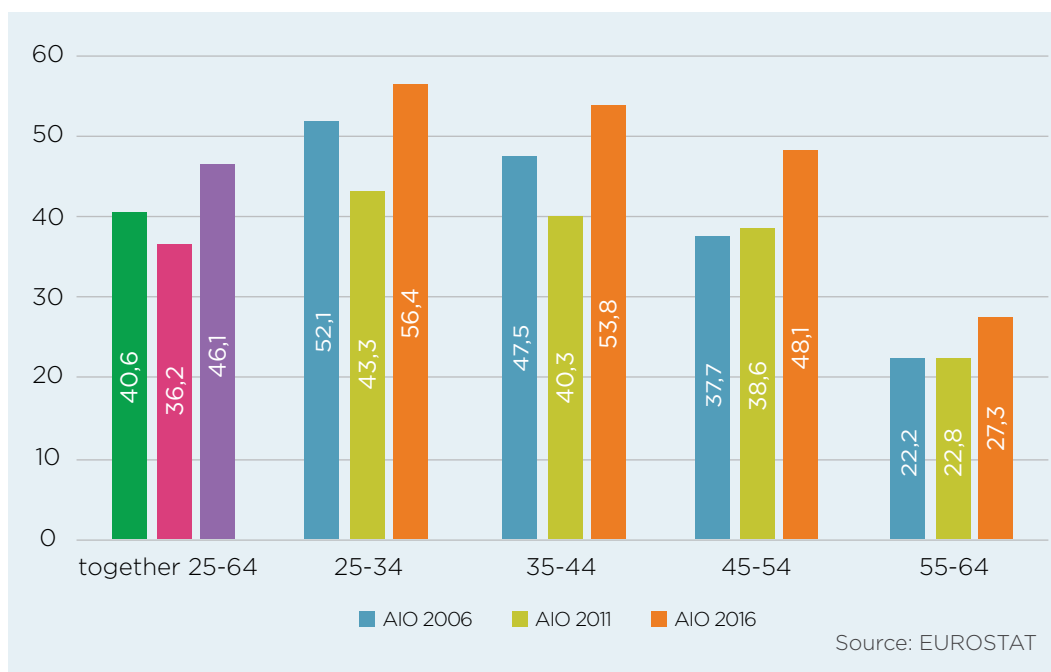
This indicator is derived from the Adult Education Survey (AES), which measures the participation of adults in LLL in the 12 months prior to the survey. During the AEMP13-20 period, measurements were taken every three to five years.

In Slovenia, the participation rate of adults aged 25-64 in LLL increased from 36 % in 2011 to 46 % in 2016.

The results of the last three surveys show that the target had already been met in 2016: 2006 (25-64 years): 40 %; 2011 (25-64 years): 36 %; 2016 (25-64 years): 46 %.

Figure 7 below shows that we are lagging behind the most in engaging older people in LLL. The proportion of adults participating in LLL decreases significantly with age. This is particularly true for those aged 55 and over, although the data in the figure for all age groups shows that the situation in 2016 is significantly better than in 2007 and 2011.

Figure 7: Participation of adults in LLL in the 12 months prior to the survey, by age, in 2006, 2011 and 2016, in percentages.



## 5.2 Achievement of objectives by priority areas

### 5.2.1 First priority area: general adult education

The proportion of adults aged 25-64 enrolled in general education is set to increase from 5 % in 2011 to more than 8 % in 2020.<sup>31</sup>

## 5.2.2 Second priority area: Education to raise educational attainment

### A. Primary education

Table 9 below shows that the proportion of the population aged 15 years and over with an incomplete primary education has decreased to 2.95 % in 2019 from 4.4 % in 2011.

Table 9: Number and proportion of population aged 15 and over with completed primary education in 2011 and 2019

<b>Population with completed primary education</b>			
Year	Age	Number	Proportion
2011	15+	77.971	4,43
	15-64	31.396	2,21
	15-49	10.826	1,09
2019	15+	52.096	2,95
	15-64	17.597	1,30
	15-49	7.525	0,83

Source: SURS

### B. High school education

The proportion of adults aged 25-64 with a completed minimum four-year high school education is set to increase from 57 % in 2011 to 62.8 % in 2020. Table 10 below shows the number and proportion of population by age groups.

Table 10: Population by age group with at least four-year high school education, by proportion for 2020

<b>Age group</b>	<b>Proportion with a four-year high school education and higher</b>
25-29 years	80,1
30-34 years	77,0
35-39 years	72,4
40-44 years	66,7
45-49 years	61,1
50-54 years	56,0
55-59 years	50,8
60-64 years	42,6
<b>TOTAL</b>	<b>62,8</b>

Source: SURS

A comparison with the EU28 average and other European countries shows that the proportion of adults aged 25-64 with at least an upper-secondary education in Slovenia is above the European average. The data for 2017 can be seen in Table 11 below.

Table 11: Population with an upper-secondary education and higher, as a proportion of the total population by country in 2017

Country	Proportion of people 25 to 64 years
EU 28	75
Denmark	81
Germany	87
Estonia	90
Italy	63
Hungary	54
Austria	86
Slovenia	90
Slovakia	91
Finland	89
Sweden	83

Source: Education at a Glance 2020

### C. Tertiary education

The proportion of the population aged 30-34 with a completed tertiary education increased from 37.9 % in 2011 to 46.9 % in 2020, exceeding the EU's 2020 target (40 %) (Table 12).



Table 12: Proportion of population (30 to 34 years) with a tertiary education: EU, Slovenia and selected EU states, in 2011 and 2020

Country	2011	2020
EU 27	33,4	40,9
Slovenia	37,9	46,9
Denmark	41,3	49,8
Estonia	40,2	44,3
Croatia	23,9	34,7
Italy	20,4	27,8
Austria	23,6	41,6
Finland	46,0	49,6
Sweden	46,8	52,2

Source: EUROSTAT

### 5.2.3 Third priority area: training for work needs

The target of getting half of the unemployed into employability programmes was not met. Proportions covered by active employment policy measures (hereafter referred to as: AEM) are shown in Table 13, which shows the largest drop between 2018 and 2019.

Table 13: Unemployed included in AEM programmes from 2012 to 2019

Number of included people/year	2012	2013	2014	2015	2016	2017	2018	2019
Average number of the unemployed	110.183	119.827	120.109	112.726	103.152	88.648	78.474	74.174
Included in AEM measures	29.191	38.654	37.728	22.960	20.386	25.038	31.615	27.715
Proportion in %	26,5	32,3	31,4	20,4	19,8	28,2	40,3	37,4

Source: MDDSZ, Annual reports on national measures in the labour market

In 2019, compared to 2018, the number of people enrolled in AEM measures relative to the average number of unemployed decreased by 2.9 percentage points (3,900 people), which is mainly due to a change in the structure of the unemployed in the institute's records, a structure which remained problematic, especially regarding those with higher intensive treatment needs, as a combination of various constraints hindered their entry into the labour market.

### 5.3 International survey on skills of adults – PIAAC

The PIAAC survey was conducted under the auspices of the OECD and is part of the implementation of the OECD Skills Strategy, which was adopted by the OECD Council of Ministers (CoM) in May 2012.

The results for the 39 countries included in the three rounds<sup>32</sup> are published in the OECD Skills Studies publication Skills Matter Additional Results from the Survey on Adult Skills.<sup>33</sup> The survey is the largest international survey on score and use of skills among adults aged 16-65.

PIAAC data are important for the European Commission to set targets on monitoring progress in adult skills in the Member States. Data for 22 EU countries are included in the Adult Education and Training in Europe Eurydice Report 2020.<sup>34</sup> In 2014, data for 17 countries were already included in the Education and Training Monitor.<sup>35</sup>

The PIAAC survey directly measured the development of information-processing skills, i.e. literacy skills, numeracy and problem-solving skills in technology-rich environments, using comparable tasks. The aim was to learn as much as possible about how well adults perform on test tasks related to reading, reading comprehension, numeracy, and problem solving using a computer. The survey showed, among other things, “how the level of these skills in the working age population aged 16-65 compares with other countries”, “to what extent employers make use of these skills”, and also “what influences the development and decline of these skills and how they could be further developed in the population”.<sup>36</sup> The results of the survey showed that the performance of adults in Slovenia in all areas of the measured skills is below the average of OECD and EU countries. Slovenia has a higher proportion of adults with the lowest skills levels than the OECD average. On the other hand, the proportion of adults with the highest levels of skills is below the OECD average.

Table 14 shows the results for Slovenia by levels of literacy skills compared to the selected countries and the OECD average. A comparison of the achievements of the participating countries can be seen in Table 16 in Annex 4. Adult performance in literacy skills is shown using a five-point scale.<sup>37</sup>

Table 14: Proportion of adults by level in literacy skills in Slovenia compared to countries and OECD average

Country	Below level 1	Level 1	Level 2	Level 3	Level 4 <sup>38</sup>
Italy	5,5	22,2	42,0	26,4	3,3
Hungary	4,3	14,2	38,7	35,4	6,6
Austria	2,5	12,8	37,2	37,3	8,4
Germany	3,3	14,2	33,9	36,4	10,6
Denmark	3,8	11,9	34,0	39,9	10,0
Slovakia	1,9	9,7	36,2	44,4	7,4
Estonia	2,01	11,00	34,27	40,60	11,73
<b>Slovenia</b>	<b>6,0</b>	<b>18,9</b>	<b>37,7</b>	<b>31,2</b>	<b>5,6</b>
Sweden	3,68	9,58	29,08	41,57	16,08
Finland	2,66	7,95	26,50	40,70	22,19
Hungary	4,3	14,2	38,7	35,4	6,6
<b>OECD average</b>	<b>4,8</b>	<b>15,0</b>	<b>34,3</b>	<b>34,6</b>	<b>10,1</b>

Source: Survey of Adult Skills (PIAAC, OECD, 2018)<sup>38</sup>

The proportion of adults in Slovenia attaining level 1 and below in literacy, maths and problem-solving skills in technology-rich environments in the participating countries and the OECD average can be seen in Figure 8 in Annex 4. As a rule, adults who scored low in numeracy skills also scored low in literacy skills. There are cases where they attained the lowest levels only in literacy skills or only in numeracy skills (Figure 8 in Annex 4). Taking these findings into account is important when planning adult education programmes.

In Slovenia, 18.4 % of adults (OECD average 14.6 %) stated that they had no experience with computers or basic computer skills. Among adults with computer experience, 49.2 % had only attained level 1 or below in problem solving in technology-rich environments (OECD average 42.9 %). At Level 1, adults were only able to use widely used and familiar technological applications such as email and web browsers, and to solve problems involving few steps, simple reasoning and little or no navigation between different applications. In Slovenia, 6.3 % of adults (OECD average 9.6 %) have not opted for computer-based testing. This can be seen in Figure 9 in Annex 4.

## 6. Challenges for ReAEMP22–30

The analysis of the implementation of the AEMP13–20, the PIAAC survey, other studies and the proposals of the ministries involved, social partners, the professional public, providers and other stakeholders have pointed to challenges in adult education in the Republic of Slovenia, which will be the focus of policy measures at the national level until 2030:

1. The participation of adults in LLL, with a focus on vulnerable groups, as more educated people or those who have completed at least four years of secondary education are more likely to be included.
2. Developing different forms of learning, training programmes and activities and new approaches to vulnerable groups, such as:
  - a. Older adults: strengthening different forms of education regardless of status and promoting participation in LLL; developing and implementing new models of intergenerational cooperation and knowledge transfer between generations;
  - b. young adults, early school leavers and school drop-outs;
  - c. disabled people, adults with special needs, people serving sentences and others regardless of status;
  - d. the socially excluded unemployed: the long-term unemployed, the elderly (50 years and over), the unemployed with low educational attainment (primary education completed or less) and young people (15–29 years).
3. Primary adult education: modernise the primary adult education programme and its entry points and increase the number of adults successfully completing it.
4. Adult secondary education: the acquisition of a new profession to increase employability, the development of new approaches, tools and training programmes for professionals to adapt the delivery of educational programmes in non-formal education, including the implementation of practical training with employers and the recognition of prior learning.
5. Public adult education programmes: modular programme formats are developed on the basis of the Guidelines for the Development of Public Adult Education Programmes (2020) and ministries are invited to contribute to their development.
6. Programmes for the development and enhancement of basic skills and general education: development of new programmes and increase in the participation rate, as they contribute significantly to personal development, enhance employability and strengthen social inclusion and participation.

7. Recognition of non-formally or informally acquired knowledge: developing new policies and tools, integrating policies at system level, taking into account international professional guidelines and European recommendations. Developing models for the recognition of basic skills in further education.
8. Career centres in higher vocational education: professional development of the field and integration into the system of higher vocational schools.
9. Staff development in all sectors: promoting additional professional development for all staff and strengthening cooperation with employers to accelerate the design and implementation of new programmes in response to rapid changes in the labour market.
10. Training of professionals and adult educators: strengthening quality and innovation for the delivery of all programmes and activities, in line with professional guidelines and newly adopted strategic and programming documents at the European and national level. Development of models and materials for distance adult learning according to the needs of the individual programmes.
11. Research, basic and applied: increase in the number of research, evaluation studies and analyses in the field compared to the period of the previous ReAEMP, when little research was carried out.
12. Development work: appropriate promotion of development work at different levels, at national level and in implementing organisations, to develop the quality of the various areas in adult education.
13. Online tools for monitoring and other support to the field: upgrading the database and data collection methods for monitoring the implementation of programmes and activities in AEMP13-20.
14. Governance and partnership: linking national, regional and local levels by strengthening dialogue in the process of identifying training needs, planning and implementing AEMP13-20 actions in the field of human resource development.

In addition to the above, the design of this document should also take into account broader challenges such as:

- the rapidly changing world situation linked to the so-called ‘big changes’, digitalisation, globalisation, demographic change and environmental threats;
- balancing the objectives of skills acquisition between the needs of work and the personal development of individuals and their social engagement, as a focus on merely meeting the needs of the labour market can impoverish the acquisition of those fundamental capabilities which, even outside the world of work, enrich and give meaning to the lives of citizens as individuals and as communities; and
- improving the governance of all segments that in one way or another affect adult education and training.



# Adult education master plan 2022-2030

## 1. Objectives of ReAEMP22-30

The objectives in the field of adult education in the Republic of Slovenia, which are being implemented on the basis of the AEMP13-20, are:

1. Increase the participation of adults in LLL.;
2. Raise the level of basic skills and improve the general educational attainment of adults;
3. Raise the educational attainment of adults;
4. Increase the skills of the population to respond successfully to labour market needs;
5. Strengthen research and development in the field of adult education;
6. Improve and strengthen adult learning activities.<sup>39</sup>

## 2. Target groups

The target group is the adult population who have completed primary education or are at least 15 years old and, in line with the concept of LLL, have never completed it, regardless of age or level of education.

The target group of public adult education and non-formal education programmes is all adults, irrespective of age and status.

The target group for the acquisition of publicly valid education is adults in primary, vocational, vocational upper secondary, gymnasium and higher vocational education.

Target groups of ReAEMP22-30 are:

1. adults with low levels of basic skills<sup>40</sup>, regardless of employment status, age or other characteristics;
2. adults who need to improve their general educational attainment to meet personal needs and community challenges;
3. adults in need of further vocational or professional education or training in line with labour market needs;
4. young adults, early school leavers and school drop-outs;
5. elderly (65+)<sup>41</sup> and
6. adults who have limited opportunities to access social, cultural, economic and educational goods.<sup>42</sup>

The identification of target groups in policy or ministerial actions follows the country's development objectives and more detailed policy-level analyses.

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### 3. Umbrella indicators of ReAEMP22-30

ReAEMP22-30 sets out a number of indicators to deliver and measure impacts. Three overarching ones are taken from the European Union targets (hereafter referred to as: EU). The first two ensure comparability at the national level for the past periods of implementation of national adult education programmes and international comparability. The third headline indicator is being reintroduced to achieve the EU's objectives in the social rights pillar,<sup>43</sup> in which education and training play a key role.<sup>44</sup>

Umbrella indicators:

#### 1. From the Active and Non-active Population Survey (LFS4t)

In Slovenia, the participation of the population aged 25 to 64 in LLL will increase from 8.4 % in 2020 to 19 % in 2030.<sup>45</sup>

#### 2. From the Adult Education Survey (AES)

In Slovenia, the participation of the population aged 25 to 64 in LLL will increase from 46 % in 2016<sup>46</sup> to 66 % in 2030.<sup>47</sup>

### 3. From the Active and Non-active Population Survey (LFS12m)

In Slovenia, the participation of the population aged 25 to 64 in LLL will increase from the calculated value 40.3% in 2016 to 60% in 2030.<sup>48</sup>

Responsibility for achieving the objectives and the ReAEMP22–30 headline indicators lies with the relevant ministries and professional bodies and providers that will plan, develop and implement adult education programmes and activities. These are: adult education organisations, organisations providing health education and other preventive measures, organisations providing education in the field of agricultural activities, cultural organisations and research and development organisations, public funds, public agencies, chambers, associations and NGOs.

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## 4. Priority areas, measures and indicators

The ReAEMP22–30 identifies five priority areas, which are equivalent and interlinked.

The AEMP13–20 priority areas are:

1. general non-formal adult education,
2. education leading to qualifications,
3. vocational training and further training for work,
4. research and development,
5. adult education activities.

Priority 5 supports the content and implementation of the first four priority areas. Priority 4 identifies systemic development activities throughout the nation, while the development of individual education programmes is placed within the first three priority areas. The third priority area also includes career guidance and counselling for the unemployed (VKO) in the AEM, due to the contextual link with the implementation of the AEM measures.



## 4.1 First priority area: general non-formal adult education

Non-formal adult education in general is distinctly multidimensional; it involves education and learning for active citizenship; it affects the holistic development of the individual, coexistence with others and different people, the prevention of inequalities in educational opportunities and the development of individual creativity. It also strengthens personal and social bonds, which are rooted in shared activities, goals, values and cultural heritage in the broadest sense. This makes it easier for adults to adapt to social and economic change, which has a positive impact on sustainable development, strengthens local belonging and participation, and contributes to the development of global citizenship.

The impact of adult participation in non-formal education in general is different for the individual and for society or the community. Education strengthens the individual's control over their lives by shaping their attitudes and building social capital, which has a positive impact on their health, family life and work (Bell, 2012, p. 122). General non-formal adult education is aimed at all adults, regardless of their level of education.

This area requires the professional and organisational cooperation of various adult education providers, including NGOs with a tradition of developing and delivering adult education, and other stakeholders at both the national and local level.

The first priority area includes the development and implementation of publicly valid adult education programmes which do not lead to a publicly valid qualification and the development and implementation of non-formal adult education programmes (ZIO-1, Article 6) based on the principles and objectives of public interest in the field of adult education.

**Developing non-formal education in general can be a response to two key challenges facing Slovenia:**

1. A rapidly ageing society assumes learning and education for older people, with a focus on improving digital skills.
2. The high proportion of adults with the lowest achievements in literacy, numeracy and problem-solving skills in technology-rich environments requires improved conditions, quality programmes and effective models for participation in LLL.

#### 4.1.1 Publicly valid adult education programmes which do not lead to a publicly valid diploma

These programmes are divided into two groups according to their objectives and content.

##### a. Public education programmes to raise the level of literacy and basic skills

The development of programmes to raise levels of literacy and basic skills is crucial for the development of comprehensive support for vulnerable adult groups. These programmes are part of a deliberate effort to improve these skills in the long term for adults who have not had the opportunity to develop or maintain these skills sufficiently during their regular education or later in life. The level of literacy<sup>49</sup> and the basic skills adults need to be successful in modern society is changing with societal developments.

A key contribution to understanding and assessing the situation and needs was made by an international survey (OECD, PIAAC 2016), which showed that one third of adults in Slovenia, or more than 400,000, have lower levels of skills than adults in developed OECD countries.<sup>50</sup> The results of the survey, the development of educational provision for literacy and basic skills development and educational practice to date show that it is important to develop a variety of programmes and to tailor them to the current needs of the target groups if we want to achieve long-term educational impact. In order to design and develop relevant and quality educational programmes, Slovenia has prepared the Guidelines for the Development of Public Adult Education Programmes (2020, section 3.1).

##### b. Public adult education programmes to improve general educational attainment

The development of these programmes ensures a balance between programmes that are based on the needs of the individual or the different needs of the target groups of adults and programmes that are designed to address challenges in the community or society. Understanding the aims and purpose of general education is important for deciding on content areas and promoting the development of programmes to improve general education.

The aim of general education is “to understand oneself and the world in which one lives, in contrast to specialist and vocational education, which

aims at in-depth knowledge and mastery of a specific body of knowledge and related skills and their application in a theoretical and practical field” (Kodelja, 2004, p. 38).<sup>51</sup>

The development of programmes to improve general education takes into account a balance of content areas, such as:

- Personal development, health and healthy lifestyles;
- Nature, environment and sustainable development;
- National belonging (national identity, culture, cultural and historical heritage, etc.);
- European and world culture and cultural heritage (knowledge and tolerance of other cultures, globalisation, etc.);
- Community participation (active citizenship, community development and specificities, knowledge of the legal system, state institutions, the role of civil society, etc.);
- Intergenerational cooperation, etc. (Guidelines for the development of public adult education programmes, 2020, point 3.2).

#### 4.1.2 Non-formal adult education programmes which do not lead to a diploma

Non-formal adult education programmes are based on the identified needs of individuals and communities and pursue commonly defined objectives, addressing environmental and demographic issues and other major societal changes. They create new knowledge in adults, strengthen individual and community identity and are a pathway to innovative social and cultural practices. They also prevent and strengthen the neglect of social capital (e.g. the knowledge of older people and/or local residents, as well as vulnerable groups), enhance the autonomy of target groups, alleviate individual and community problems, and change adult behaviour and action towards healthy, participative, creative and dignified lives. They are for all adults.

An ageing society, in which older people are the largest group, cannot function without the action and cooperation of different generations, social groups and communities, etc. The results are more knowledge and skills, more participation in a cohesive society, more wealth created, more socio-cultural change, more knowledge flows, and less of a financial burden on society as a whole.

The development of non-formal adult education programmes takes into account the individual and the community and the balance of content areas that are the responsibility of different policies or ministries:

- acquiring and improving literacy and basic skills,
- improving general educational attainment,
- intergenerational cooperation,
- promoting active citizenship and socially responsible behaviour,
- community building and action,
- community-based learning, linking learning to changes in the environment,
- sustainable development and the circular economy,
- healthy lifestyles,
- preserving and strengthening national identity,
- strengthening cultural awareness and expression, intercultural dialogue and coexistence between different cultures, etc.

### Measures:

1. developing and implementing public adult education programmes which do not lead to a public diploma, in order to raise levels of literacy and basic skills and to improve general educational attainment; these programmes are linked to the following content areas in order to strengthen so-called life skills;<sup>52</sup>
  - reading literacy;
  - sustainable development, environmental protection, climate change mitigation and adaptation, circular economy, etc;
  - energy literacy;
  - financial literacy;
  - media literacy;
  - active citizenship;
  - digital literacy;
  - preventive health programmes and improving health literacy;
  - road safety;

- agricultural and rural development activities, etc;
  - cultural literacy, cultural-arts education, cultural awareness and expression and creative industries, etc;
  - language training for adults in relation to language resources and technologies;
  - language training to improve language skills, including learning Slovene as a second language;
  - solidarity, cooperation and exchanges of knowledge and experience between generations;
  - development of critical thinking, democratic participation in social processes and socially responsible behaviour;
  - strengthening skills and activities for social inclusion;
  - developing the skills of older people for participation in LLL;
  - developing employers' skills to enhance participation in LLL;
  - strengthening community participation,
  - community learning;
  - healthy lifestyles;
  - preserving and strengthening national identity;
  - intercultural dialogue and coexistence of different cultures, etc.;
2. cooperation with ministries, government departments and offices, contractors, business and other associations, NGOs, local self-governing communities and other stakeholders for the development and implementation of these programmes;
  3. ensuring the collection of data to monitor participation in non-public adult education programmes leading to non-public qualifications;
  4. developing standards and norms for the delivery of public adult education and non-formal adult education programmes;
  5. developing approaches for assessing and evaluating knowledge and skills by identifying needs for further education and employment;
  6. ensuring the conditions for greater participation of older people over 65 in any form of organised education and learning;

7. developing didactical and methodological adaptations for the use of digital technology for distance education and the delivery of these distance education programmes;
8. providing advice to programme providers and strengthening the exchange of good practices;
9. ensuring accessibility to education in all statistical regions;
10. developing and introducing new educational approaches and animations for the less educated; for example, personal tutoring, for older adults and vulnerable groups (e.g. migrants, people in prison, people with disabilities, school drop-outs);
11. linking the content of programmes to life and work needs;
12. planning and implementing a campaign to raise awareness among individuals, businesses and communities about the importance of developed skills (with a focus on reading, maths and digital skills) for personal development and work;
13. strengthening the activities of NGOs to increase the involvement of older people in LLL, focusing on the acquisition and improvement of digital skills, intergenerational knowledge transfer, involvement in adult advisory activities for individual learning pathway planning, etc;
14. providing appropriate ICT equipment, learning tools and infrastructure for traditional and distance learning.

#### Priority 1 indicators:

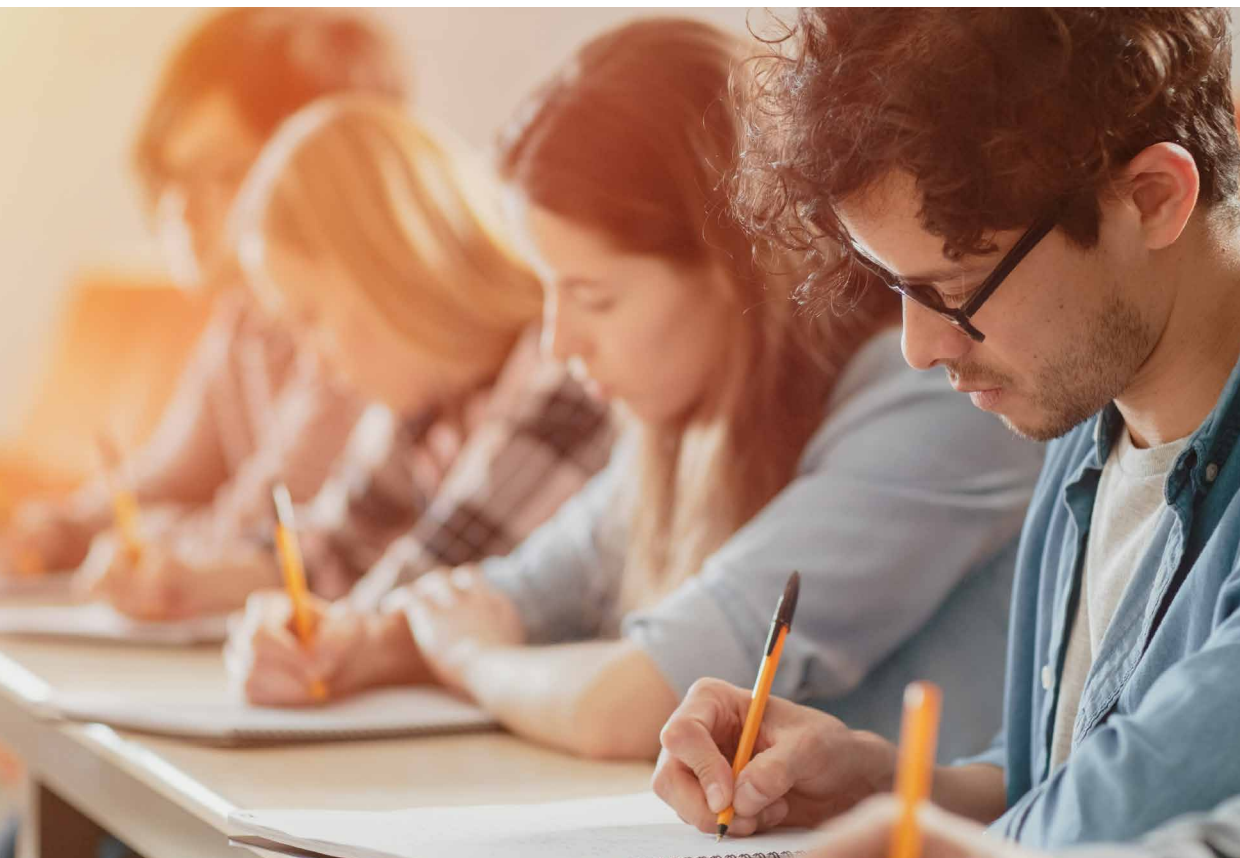
1. At least 70 % more adults than in 2019 will be enrolled in adult education programmes that do not lead to a public diploma.
2. The proportion of adults aged 24-65 with the lowest attainment in literacy and maths skills will fall from 31 % (PIAAC 2016) to less than 20 %.
3. Participation of adults aged 55-64 in any form of organised education will increase from 27 % (AES 2016) to 35 % (AES 2028).
4. The participation of older adults aged 65-74 in LLL will increase from 4.0 % (AES4t 2019) to 5.5 % (AES4t 2030).
5. The participation of lower-skilled adults aged 25-64 (ISCED 0-2) in LLL in the last 12 months will be at least 30 % by 2030.<sup>53</sup>

6. The proportion of adults aged 16 to 74 with at least basic digital skills will be 70 % by 2030.<sup>54</sup>

## 4.2 Priority area 2: education for a higher education qualification

In the process of education for higher education, individuals acquire the knowledge, skills and competences of primary, secondary, tertiary and higher education to progress through the levels of education. General education content also provides them with linguistic, scientific, technical, cultural, artistic, social, digital and sustainable development skills to help them meet everyday challenges and foster a LLL attitude.

Analyses of education in relation to the labour market show that relevant formal education provides broadly transferable qualifications, greater stability in staying in employment and greater employability. Therefore, one of the fundamental educational objectives of EU Member States is to ensure that as many people as possible have access to a wide range of learning and training opportunities, which also means promoting participation in formal education programmes.



#### 4.2.1 Primary education

The situation in adult primary school education is a challenge, both in terms of the number and composition of those enrolled and their performance. The reasons are manifold, including various situational and organisational barriers and reduced motivation to learn. This calls for adaptations in content and programme delivery to meet the needs and characteristics of these adults. The low number of participation, as well as incidences of drop-outs, call for appropriate changes.

The participation of young adults who have not completed primary education in the VET programme is a necessity, as it is a prerequisite for their participation in further vocational education and career development. For older adults, the completion of primary education is often the key to increasing employability and maintaining employment.

##### Measures:

1. revising the adult primary school baseline and programme, taking into account the green and digital transition;
2. creating incentives to strengthen motivation for successful completion of primary education and participation in further education;
3. developing and introducing new approaches, including distance education approaches;
4. establishing support mechanisms to remove barriers to the integration of refugees/migrants, Roma and other vulnerable groups;
5. developing learning and other materials for participants, practitioners and adult learning providers.



## 4.2.2 Secondary education

In Slovenia, 62.8 % of people aged 25-64 have completed at least four years of upper secondary education (SURS, 2020). Several surveys and analyses in recent decades confirm that individuals at this level of education are aware of the need to continue to engage in LLL. Raising the educational attainment of the population to at least 4 years of upper secondary education (SQF 5) is therefore crucial.

### Measures:

1. creating the conditions and incentives to enter and successfully complete education;
2. carrying out an analysis of the provision of part-time secondary education, including the provision of vocational training by employers;
3. reforming the guidelines for adapting delivery in part-time education;
4. developing standards and norms for the delivery of diploma programmes and training and further training programmes;
5. establishing an effective partnership between providers and the social partners involved in the processes of delivering vocational and secondary education, including apprenticeships;
6. developing and introducing new approaches, including for technology-enhanced education, taking into account the green and digital transition;
7. developing distance education models and forms;
8. establishing the conditions and instruments for co-financing the acquisition of upper secondary education; and
9. developing learning and other materials for participants, practitioners and adult learning providers;
10. co-financing the acquisition of upper secondary education or new vocational qualifications at various levels, including management examinations, in accordance with identified needs.

### 4.2.3 Higher vocational education

Higher vocational education is part of tertiary education. It is practically oriented study based on the needs of employers. Its fundamental purpose is to overcome labour market imbalances, which requires the development of skills at this level.

The basis for the preparation of higher education study programmes are the occupational standards, which define the occupational skills to be defined by the Minister responsible for labour in dialogue with the social partners. Higher education is practically oriented, as it is based on the clearly defined needs of employers. Practical education enables students to have direct contact with employers and to gain the necessary work experience during their studies. Higher education programmes are weighted at 120 credits.

#### Measures:<sup>55</sup>

1. analysing the situation and adapting the delivery of post-secondary study programmes in part-time education;
2. modernising higher education study programmes with a focus on open curricula, taking into account the green and digital transition;
3. developing procedures for the evaluation of non-formally acquired knowledge and skills;
4. developing models and forms of technology-enhanced education and the delivery of distance learning programmes;
5. strengthening practical training with employers;
6. strengthening social partnership;
7. co-financing the acquisition of higher education, including the acquisition of a new profession at the same educational level; and
8. developing learning and other materials for participants and practitioners.

#### Priority 2 indicators:

1. The proportion of adults aged 45-55 enrolled in adult primary school education will increase by 2 % each year from 2020 to 2030 compared to the previous year.
2. The proportion of adults aged 25-64 with at least 4 years of upper secondary education will increase from 62.8 % in 2019 to 68 % in 2030.

### 4.3 Priority area 3: vocational training and further training to meet labour market needs

At the very least, people's quality of life and balanced sustainable development depend on an inclusive labour market, quality jobs and the enhancement of these skills throughout the life course of individuals. Rapid technological development requires rapid adaptation of jobs through continuous improvement and skills development.

This area, on the one hand, enhances innovation, productivity and competitiveness of the economy and, on the other hand, promotes and strengthens the personal development of individuals, their adaptation and active involvement in society throughout the life cycle. These objectives can be pursued by ensuring a sufficiently broad range of general and vocational knowledge and skills to enable individuals to achieve their full potential, active participation in society (cultural and social), effective labour market participation and promotion at work, and health care. This can only be achieved by promoting participation in LLL and providing an appropriate supportive environment through the further development of a quality and efficient system of vocational and professional education and training.

According to the 2018 Employment Outlook Survey 2018/I, conducted by ZRSZ<sup>56</sup> in the first half of 2018, just under half (45.7 %) of employers lacked suitable workers, and the proportion is even higher in large companies (68.8 %). However, the Employment Outlook 2020/II<sup>57</sup> shows that this proportion has risen to 69.9 %, of which 32.8 % are people with a lack of work experience, 22.6 % with a lack of specific work experience, and 20 % do not have a relevant qualification. The most common skills and abilities deficiencies cited by employers are physical ability, appropriate customer relations and problem-solving skills. Skills mismatches exist for both the working population and those just entering the labour market. Growing shortages of suitable labour are linked to declining enrolments in secondary and tertiary education due to demographic change and the slow adjustment of enrolment structures to labour market demand and development challenges.<sup>58</sup> The automation of work processes will also have a strong impact on the need for different skills in various jobs.

OECD data<sup>59</sup> for Slovenia show a mismatch in educational attainment for 22.4 % of the labour force, of which 11.8 % have too high an educational level for the job requirements. The proportion of those in employment with a too-low level of education in Slovenia is 10.6 %, indicating the need to engage in further education.

The key national challenges of the EES for the period 2021-2025 (2021) are increasing the labour force participation of vulnerable groups of unemployed, facilitating their faster transition to the labour market, preventing long-term unemployment and reducing the gap between the skills needed and the actual skills of jobseekers. According to the AEP Guidelines 2021-2025, the most vulnerable groups at risk of becoming socially excluded are the long-term unemployed, the unemployed elderly (aged 50 and over), the unemployed with low educational attainment (primary school education and below) and unemployed youth (aged 15-29).

Demographic change is leading to a fairly rapid decline in the capacity of the working population, which is slowing down economic progress. Increasing labour force participation also in the older age group, developing appropriate skills for life and work, and adapting jobs and work organisation to these demographic changes are therefore crucial from a development perspective (SRS 2030, pp. 36-37).

Within this priority area, the focus is on strengthening the skills of the population for industrial transition and entrepreneurship, as defined in S4 - Slovenian Smart Specialisation Strategy. This combines the objectives of strengthening the innovation, productivity and competitiveness of the economy and strengthening the knowledge and skills of employees and enhancing their personal development. It is planned to strengthen investment to meet the needs of key target groups to promote skills development.

The actions are divided into three groups:

- Skills for Smart Specialisation, Industrial Transition and Supporting Innovation for enterprises and other stakeholders in the economy;
- to implement flexible study programmes to upskill graduates in S4 areas to more quickly close the gap between graduate skills and employer expectations and to have longer-term effects by modernising full-time study programmes; and
- to strengthen the skills of systemic smart specialisation providers (SRIPs, social partners, ministries, departments, agencies).

The new systemic tool, the Capability Forecasting Platform, which is being developed to predict the skills needed in the labour market, will be crucial for the implementation of measures to promote skills development. This platform will be important at a national level for the design of appropriate training and further training programmes for adults and for the effective development or targeting of measures in other policies (education, scholarships, career orientation, etc.).

### 4.3.1 Training programmes

In accordance with the Vocational Education Act and the General Upper Secondary School Act (Official Gazette of the Republic of Slovenia [Uradni list RS], Nos. 79/06, 68/17 and 46/19), hereinafter referred to as: ZPSI-1) and the Higher Vocational Education Act (Official Gazette of the Republic of Slovenia [Uradni list RS], Nos. 86/04 and 100/13), hereinafter referred to as: ZVIS), training programmes enable the expansion of expert knowledge, skills and vocational abilities. Completion of a further education or training programme designed in accordance with a professional standard and adopted in accordance with the procedure laid down for the adoption of educational programmes shall lead to the award of a professional qualification<sup>60</sup> at the same level as the educational qualification.

These programmes are aimed primarily at employed and unemployed persons who have completed vocational and technical secondary or higher vocational courses and who wish to acquire new or enhanced vocational and personal skills for work. Publicly funded training and further training programmes contribute to improving the competitiveness of enterprises and thus to the growth of the Slovenian economy.

Educational organisations, enterprises and their associations are committed to playing a more active role in the development of the vocational qualifications of trainees, thereby helping to reduce the mismatch between the qualifications of graduates of vocational and professional education at secondary and higher education level and the requirements or needs of the labour market.

### 4.3.2 National vocational qualification (hereinafter referred to as: NVQ)

The NVQ system is based on the recognition and validation of non-formal and informal learning outcomes. Its fundamental purpose is to take account of all the capabilities acquired in different learning environments and to recognise their economic and social value. The individual acquires a national vocational qualification, i.e. a public document (NVQ certificate), which is transferable to different work environments and allows greater mobility of workers between sectors and enterprises, within the country and internationally. This allows for greater functional flexibility of employees and for progression at the same level of education.

### 4.3.3 Non-formal training programmes

Due to the need to adapt quickly to the needs of the workplace, including public sector employees, these programmes are tailor-made to the specific needs of individuals or groups (so-called 'tailor-made' programmes, tailored to the needs of employers and employees) who wish to acquire or upgrade their vocational skills.

#### Measures:

1. designing non-formal training programmes aimed at integrating harder-to-employ categories (older, less educated and skilled workers, immigrants with inadequate qualifications) and vulnerable groups (physically, mentally or situationally disadvantaged);
2. ensuring the conditions for quality jobs that offer greater job security for employees and provide individuals with the opportunity to express and use complex skills, in all categories and forms of employment; in particular, those in the least demanding jobs should be encouraged to acquire complex skills;
3. developing support activities in the field of education, training and the development of lifelong career guidance (hereinafter referred to as: LLCO);
4. strengthening partnerships at national and regional level between social partners and other responsible stakeholders with education providers to design non-formal upgrading and training programmes in line with labour market needs;
5. strengthening the cooperation of the ministries involved in the formulation of measures to improve the knowledge, skills and capabilities of the population in order to achieve success in the economy and other social processes in Slovenia.

### MESS measures:

1. developing and introducing publicly valid programmes of further education and training at the level of secondary vocational and higher vocational education based on vocational standards;
2. developing and introducing non-formal further education and training programmes at the level of secondary vocational and higher vocational education based on the needs of the labour market and the development needs of the economy and other employers;
3. developing different models and forms of distance education and the delivery of distance learning programmes;
4. strengthening social partnership activities and cooperation between different providers of programmes;
5. developing learning and other materials for participants, practitioners and adult learning providers;

### MDDSZ measures:

1. implementing support and development programmes for unemployed people;
2. implementing on-the-job training (OJT) programmes;
3. implementing non-formal education and training programmes;
4. developing models to encourage the integration of people at risk of unemployment into labour market measures;
5. developing programmes and models to improve the capabilities of employees;
6. developing and setting up a labour market capability forecasting system;
7. validating national and basic vocational qualifications.

**MK measures:**

1. providing professional training for professionals implementing cultural and arts education projects and programmes for different target groups in the field of culture (publishing, reading culture, mentoring, etc.);
2. Providing language training for adults on language resources and technologies;
3. language training to improve language skills;
4. providing professional training to acquire additional skills for cultural creation to increase employability;
5. carrying out activities to improve social inclusion and increase the active participation of members of vulnerable social groups in the field of culture.

**MKGP measures:**

1. providing advice, education and training to forest owners;
2. providing advice, education and training to farmers;
3. the implementation of training programmes in agriculture, forestry and food by non-profit and non-governmental organisations;
4. providing training in the field of beekeeping;
5. carrying out knowledge transfer training and information activities (the measure is part of the Rural Development Programme).

**MP measures:**

1. the implementation and establishment of the Academy for Professional Education and Training of the staff of the RS Administration for the Enforcement of Penal Sanctions;
2. implementing activities to improve social integration and the development of working capacities for imprisoned persons;
3. developing and implementing a long-term training programme for employees of judicial authorities for the development of their careers in the judiciary, in particular for the group of



employees involved in the enhancement of LLL capabilities and those working with vulnerable groups of the population (e.g. judges, prosecutors, judicial staff, prison staff, probation officers, state lawyers, etc.).

#### MGRT measures:

- improving the capacity of company staff in the fields of digitalisation, specific target groups (e.g. women's entrepreneurship, social entrepreneurship), consumer protection, tourism and regional and local development;
- training, counselling and mentoring to improve the capabilities of employees of enterprises through institutions of the support environment, such as the Digital Information Centre of Slovenia, the Slovenian Enterprise Fund, the Public Agency of the Republic of Slovenia for the Promotion of Entrepreneurship, Internationalisation, Foreign Investment and Technology (hereinafter referred to: SPIRIT Slovenia), Slovenian Tourist Board (hereinafter referred to as: STO), Slovenian Business Point (hereinafter referred to as: SPOT), innovative environment entities.

#### MJU measures:

- developing and delivering horizontal training programmes for civil servants in the areas of legislation, integrity, HR, leadership and governance, digital literacy, data management, contractor training, communication, etc;
- conducting professional examinations in the fields of administrative procedure, health and safety at work, infringement procedure and inspection procedure.

#### MORS measures:

- developing and implementing training programmes in the disaster protection system,
- training of professionals in the disaster protection system.



### Priority 3 indicators:

1. 50 % of the persons covered by the ARP (unemployed and employed) will be included in education and training programmes by 2030.
2. The proportion of NVQs awarded under ALMPs will increase by at least 40 % by 2030 compared to 2020.

## 4.4 Priority area 4: research and development

### 4.4.1 Research

The results of research in adult education provide an important basis for an effective and evidence-based adult education policy and system regulation. Research provides the necessary development of andragogical theory and discipline and provides the expert basis for the development of fundamental concepts for the development, planning and implementation of actions in all priority areas of ReAEMP. Research on formal, non-formal and informal learning and adult education should be provided for the development of vocational and general adult education. Basic and applied research in adult education is interdisciplinary, bringing together social sciences, humanities and other research, evaluation and analysis in adult education.

Individual research focuses on pressing topics such as the development of basic skills, the study of the learning and educational needs and motivations of vulnerable groups for learning and education, the impact of investment, the use of new forms and methods of learning and education in the context of digitisation, intergenerational integration, community-based learning and education for sustainable development. This ensures that trends are monitored, innovations are introduced, and the field develops in the light of internationally comparable findings. Research activities require a planned investment in the development of researchers in the field and the participation of researchers with experts in Slovenian and international research projects, groups, scientific events, etc.

#### Measures:

1. Strengthening research activities in adult education at the competent public institute for adult education research and development, and cooperation with other research areas, by increasing funding (for example to increase investment in researcher development) and creating the appropriate system conditions;
2. setting up a programme group for basic research in adult education;
3. planning and carrying out basic and applied research and data analysis related to topical issues;
4. facilitating the participation of Slovenia in the second cycle of the PIAAC survey;

5. planning and implementation of targeted research programmes (hereafter referred to as: CRPs) related to pressing issues;
6. planning and conducting evaluation studies for research:
  - determining reasons for the low involvement of adults in different forms of LLL;
  - the results or impacts of the implementation of the actions/instruments included in the APAE;
  - the impact of public service delivery in adult education;
  - the effects of the implementation of public adult education programmes; and others;
7. studies to identify the skills needs of adults (e.g. different target groups of adults, learning and training in regions and municipalities, skills of practitioners and trainers, etc.).

#### 4.4.2 Development

Development activity is strongly linked to other priority areas and is based on research results. The professionally based planning of development activities leads to continuous innovation and updating of the field and enriches andragogical theory and practice. It responds to pressing societal challenges in the fields of technological development, sustainable development, social inclusion, intergenerational cooperation, a long-lived society, healthy lifestyles, intercultural dialogue, migration, etc.

Development activities include, at least, the development of methodologies, models, approaches, forms and methods; adult education programmes and activities for adults and adult educators and practitioners; teaching and learning materials and tools; adult education systems. Testing of development achievements and monitoring and evaluation of tests are an integral part of the development activity.

Technological and societal developments in the wake of the impact of the COVID-19 pandemic have led to an even greater need for the introduction of innovative approaches and methods supported by modern technology, such as the development of mass open online courses; open educational resources; micro-learning; mobile learning through smartphones, gamification, simulations, virtual and augmented reality, and learning analytics.

Effective cooperation between different sectoral policies and other actors can help in facilitating a more effective response to today's societal challenges. In order to improve the monitoring of the implementation of the ReAEMP22-30, a unified methodological and information system involving different policies must be developed at the national level.

The participation of adult education researchers and professionals in international development projects, international organisations and associations and high-profile international professional events allows for the dissemination and generation of comparative findings.

#### Measures:

1. creating the basis for a public service in the field of public adult education programmes which do not lead to a degree (to raise the level of literacy and basic skills and to improve general educational attainment), and amending ZIO-1;
2. developing the basis for the introduction of tax breaks, financial and non-financial incentives for individuals and employers to engage in education and training;
3. upgrading the basis for the introduction of an agreed level of paid educational leave for employees;
4. promoting the development of new approaches and models of adult learning supported by new technologies in all priority areas;
5. developing open educational resources and mass open online programmes;
6. strategically positioning and implementing development projects to test theoretical and research insights;
7. presenting developments to different audiences;
8. ensuring the availability of experts and their adequate professional development to carry out development work at the national level at the competent public institution for the development of adult education, by increasing resources and creating the appropriate system conditions;
9. developing a methodology and tools to monitor the implementation of the ReAEMP22-30 with the participation of all ministries involved;

10. further developing and monitoring the system, procedures and processes for the evaluation of prior learning;
11. creating a development task for the monitoring and analysis of participation in LLL, programmes and providers in each priority area;
12. creating a development task for the monitoring and analysis of participation in LLL of adults aged 65-89 (AES).

#### Priority 4 indicators:

1. Implementation of the second cycle of the PIAAC survey in Slovenia.
2. Implementation of at least three CRPs for adult learning.
3. Six national development projects to transfer theoretical and research knowledge to adult education.

## 4.5 Priority area 5: activities in adult education

The following six adult learning actions are included in ReAEMP22-30:

1. adult education guidance services,
2. identification and recognition of adult skills,
3. training and further training of adult professionals and adult educators,
4. quality assessment and development,
5. awareness-raising, information and encouragement for the participation of adults in LLL; and
6. information activities.

### 4.5.1 Adult education guidance services

The purpose of developing and implementing guidance activities in adult education is to contribute to the greater participation of adults in education and learning, and to improving the quality and success of adult education and learning. Adult education guidance is part of an integrated system of guidance activities in the field of education and the labour market in Slovenia. All of these are carried out under the name of LLCO

in employment services, companies, private organisations and elsewhere. LLCO activities supporting the implementation of the AEP are included in the actions under the third priority area.

Guidance activities in the field of adult education are included in the public service in the public network of public adult education organisations according to ZIO-1 (2018) and comprise guidance activities in the integration into and continuation of education; guidance activities in the identification and documentation of knowledge and skills; and guidance activities in organised self-directed learning. Its meaning and content are defined in the Guidelines for the implementation of guidance activities in adult education implemented as a public service (2020) and in the Regulation on standards and norms for the financing and implementation of public services in the field of adult education (Official Gazette of the RS [Uradni list RS], No. 180/20). Guidance activities in adult education are thus legally and systematically positioned to ensure long-term development and funding and to guarantee the right of adults to free information and guidance before, during and after education or training. Particular attention is paid to vulnerable adults: adults without a completed primary education, vocational or professional training or with lower levels of skills.

In addition to guidance activities in adult education, guidance support for adults in secondary and post-secondary education should also be developed.



### Measures:

1. providing quality adult education guidance as a public service;
2. developing and implementing adult guidance activities in upper secondary education and drawing up appropriate standards and norms;
3. developing and implementing the activities of career centres in higher vocational schools;
4. developing new approaches to guidance in adult education (outreach and other), new tools, instruments and other materials;
5. providing an organised learning environment and modern learning materials for self-directed learning;
6. developing and implementing learning support;
7. developing and implementing approaches for assessing and developing quality guidance activities in adult education;
8. providing ICT support for the monitoring and implementation of guidance activities in adult education;
9. ensuring partnership with various stakeholders in the adult education guidance activity at national and local/regional level in the fields of education, culture (e.g. libraries), social, health, labour market regulation (e.g. ZRSZ, the Public Scholarship, Development, Disability and Maintenance Fund of the Republic of Slovenia (hereinafter referred to as the: JŠRIPS and similar)), business (companies, employers' associations, etc.), and networking with the social partners (e.g. trade unions) and NGOs.

#### 4.5.2 Identification and recognition of adult skills

Recognition of the results of non-formally acquired knowledge is included in legislation at all levels of the education system in Slovenia. The main objectives are the transition to further education and the recognition of learning outcomes already achieved. The legal bases are best established for labour market validation procedures (NVQ system) and in higher vocational education<sup>61</sup>, which allow for the recognition of non-formally acquired knowledge, leaving it to the school or adult education organisation to decide whether to implement the procedures.

In the area of the validation of non-formally and informally acquired adult knowledge and skills, the ZIO-1 (2018) integrates the identification and



documentation of adult skills into adult education guidance activities. These are the first two of the four phases of the integrated validation process, which does not include the third and fourth phases: assessment and certification.

In developing the validation system in Slovenia, the link between the NVQ system and the formal education system is weak. The recognition process is more established in programmes that do not lead to a formal degree, and the formal education system has been very slow to develop the tools and processes to ensure this, notwithstanding the legal possibilities (various incentives would be needed).

Recognition of non-formally acquired knowledge in the field of vocational and technical secondary education and higher vocational education needs to be developed in the coming period so that adults have the opportunity to put into practice the knowledge and skills they have acquired in the workplace and in their lives. The role of the implementing organisations will be to carry out a planned and transparent validation process. This will make it easier for adults to continue their education and gain formal training or qualifications, thereby raising the educational attainment and employability of the population.

The legal framework for the validation of non-formally acquired knowledge needs to be improved accordingly, as the current formats do not cover all areas or levels for the validation of adults' acquired knowledge. Regulating the system for the validation of non-formal learning is also a priority in the European framework for the development of adult education.

#### Measures:

1. examining foreign practices to complement the system for validating non-formally acquired knowledge and to provide a basis for further development;
2. implementing the activities of the NVQ system by providing support;
3. developing new validation approaches, methods and tools;
4. complementing ICT support for the development, implementation and monitoring of adult informally acquired knowledge validation activities by providing a process of reporting on the impact of validation;
5. ensuring partnership with different stakeholders at both the national and local/regional level in the development and implementation of adult non-formally acquired knowledge validation activities.

#### 4.5.3 Basic and further training of adult education professionals and educators providing non-formal adult education programmes

The activity covers adult education professionals leading to primary, secondary and post-secondary education involving adults,<sup>62</sup> as well as adult education professionals providing public adult education programmes and activities as defined for the field of adult education by the ZIO-1.<sup>63</sup> In other fields (e.g. environment, agriculture, culture, etc.), the public service is defined by other laws. A large part of adult learning takes place in non-formal education programmes, both in educational institutions and in other settings, so measures are also targeted at educators working in non-formal adult education<sup>64</sup> (general, vocational and professional). It is also important for educators to acquire and continuously improve their basic and pedagogical skills, in addition to the knowledge in their professional field.

##### Measures:

1. developing and implementing basic and further training programmes for:
  - adult education professionals delivering formal adult education programmes and activities,
  - educators providing non-formal adult education programmes;
2. developing new approaches and methods of basic and further training;
3. developing didactics for basic and further training using new technologies and distance learning;
4. developing learning environments for the delivery of distance training programmes (online classrooms, online platforms to support the delivery of distance basic and further training etc.);
5. developing quality learning materials and learning resources to support the delivery of programmes in both traditional and distance learning formats;
6. providing ICT support for the delivery of basic and further training and training activities;
7. setting up monitoring of the involvement of adult education professionals and adult educators in basic and further training programmes;

8. setting up co-financing of traineeships for adult education professionals.

#### 4.5.4 Quality assessment and development

At the statutory level, the ZPSI-1<sup>65</sup> and ZIO-1<sup>66</sup> set out the means for assessing and developing quality. The new measures will help to establish and strengthen internal quality systems in organisations run by adult education organisations. This will improve insight into the planning and implementation of activities in this field.

Assessing and developing quality is not only important in formal education, but also in non-formal adult education, which is publicly funded under different policies (e.g. education, employment, culture, agriculture, environment and space, public administration) and by different providers (public, private, NGOs, etc.). In order to establish and use effective approaches for ongoing quality monitoring and in-depth self-evaluation, development and technical support, expert advice, tools and collections of quality indicators for adult learning need to be provided. The development of external incentives for quality work in adult learning is also important.

##### Measures:

1. providing expert support for the development of the quality system in adult education (new approaches and methods; updating internal quality systems in adult education organisations; developing and renewing quality indicator databases; new learning resources to support the implementation of self-evaluation in adult education organisations), with ICT support at national level: e.g. online access to recommendations, tools and good practices, etc;
2. embedding the activity of assessing and developing the quality of adult learning in the scheme system at national level, with support for self-evaluation and external evaluation;
3. developing system support for the preparation of the National Report on Quality in Adult Education (online tool for quality reporting by providers, system statistical analyses, etc.);
4. the participation of adult vocational and expert education in the National Quality Report on Vocational and Vocational Secondary Education;

5. coordinating the work of the national network of quality counsellors for adult education with the development and implementation of their training and further training;
6. developing a methodology for monitoring the employability of graduates of upper secondary and post-secondary non-tertiary education.

#### 4.5.5 Awareness-raising, information and motivation for the participation of adults in LLL

Awareness-raising activities aim to raise awareness of the importance, role and manifestations of adult education and learning at all stages of life and in all contexts. They contribute to the widest possible understanding of adult learning as a driving force for lifelong skills development, employability, personal growth and community cohesion (Learning: The Treasure Within, Delors et al.; 1996). Awareness-raising is a recognised and indispensable activity in the public sphere, which is implemented in various ways: through promotional campaigns, promotional and professional events, online tools, social media posts and various promotional materials.

Information activities are aimed at informing the national and international public about developments and achievements in the field of adult education and LLL. It is also about providing up-to-date statistics, indicators and contents on adult education. A special area is the annual update and analysis of information on the provision of adult education in Slovenia.

Activities to encourage or motivate adults to engage in LLL are aimed at stimulating curiosity and positive attitudes towards learning, also in terms of breaking down barriers and widely prevailed perceptions of its (in)accessibility. These activities are primarily aimed at the general public, with a view to making the so-called voice of the learner increasingly heard and set as an example to the hesitant.

All of these activities are interlinked and integrated with other activities and support the first four priority areas of ReAEMP22–30. Engagement with different stakeholders from the political, academic, professional, lay and media communities is also key. It is strongly cross-cutting, as adult education and LLL are linked to many issues of public and private life at the local, national, European and global level.

### Measures:

1. developing new ways and means of raising awareness, informing and encouraging adults to engage in LLL, and bringing together partners and providers at both the national and local level;
2. complementing and implementing the promotional campaign at both the national and local level: Lifelong Learning Weeks (LLW), Learning Parade (LP) – Day of Learning Communities and other events; Festival for the Third Age (F3ŽO), Days of Intergenerational Coexistence (DMS), National Month of Shared Reading (NMSB), Cultural Bazaar (KB), etc.); participation in fairs (Career Fair MojeDelo.com), competitions (EuroSkills/SloveniaSkills, etc.), etc;
3. national awareness-raising activities in European and global campaigns: European Vocational Skills Week, the global learning festival movement; development projects to promote adult learning (e.g. national coordination of the implementation of the European Agenda for Adult Learning (EAAL), European Cultural Heritage Days (ECHD), etc.);
4. building partnerships with stakeholders based on the principles of multigenerationality, multiculturalism, cross-sectoral cooperation and the involvement of social partners and NGOs; strengthening the relevance of adult learning in the priority areas of active citizenship, democracy, health, life skills, social cohesion, culture and the arts, leisure, digitalisation, sustainability, etc., through networking and incentives for stakeholders;
5. organising professional and other meetings of stakeholders (including learners): Adult Education Colloquium, Annual Adult Education Conference, etc.;
6. developing new and updating existing web-based solutions/platforms for information, sharing of resources, opinions, key data and information;
7. involving partner media at both the national and local level through effective use of media and innovative approaches;
8. developing models for recognition and awards for the promotion of learning and knowledge.

#### 4.5.6 Information activities

Planned monitoring of information, data and statistics in the field of adult education, based on education laws (such as CEUVIZ, the AEMP online monitoring tool, etc.), other policy laws and national statistics (SURS). Adult education data are monitored in a dispersed and individual way, depending on the purpose and type of data, at the national level (SURS, ministries, public agencies, public institutions, PES, chambers, JŠRIPS), local level (local authorities) and at the level of individual stakeholders (employers, trade unions, providers).



Progressive and systematic monitoring of the implementation and measurement of adult learning outcomes requires better arrangements for data collection and provision, which provide a basis for reviewing the situation and trends, monitoring quality and the achievement of learning outcomes, and supporting the management of effective adult learning policy and the further development of the field.

#### Measures:

- preparing a situation analysis and a technical basis for monitoring data on adult learning;
- updating, upgrading and maintaining tools and applications for monitoring the quality of adult education programmes and activities and achievements;
- developing new models for effective and systematic monitoring of adult learning through the implementation of different policies.

#### Priority 5 indicator:

The proportion of adults involved in advisory activities provided as a public service will increase by at least 20 % by 2030 compared to 2020.

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## 5. Programmes and activities carried out as a public service

Programmes and activities carried out as a public service are defined in the laws of the competent ministries that implement and monitor them. The ministries responsible carry out the public service in the field of adult education, which is defined in the following laws.

### MESS:

ZIO-1 defines the public service in the field of adult education in Article 52.

The content of the public service in the field of adult education is the adult basic school programme (hereinafter: the adult basic school programme) and the advisory activity in adult education includes:

- integration in the adult education programme and in the continuation of the educational pathway;
- integration in adult education programmes which do not lead to a public diploma;
- participation in non-formal adult education programmes;
- the identification and documentation of knowledge, skills and competences acquired in non-formal education and informal learning on the basis of documentation, for personal development, further education and integration into the labour market;
- independent learning.

### MKGP:

The Agriculture Act (Official Gazette of the Republic of Slovenia [Uradni list RS] No. 45/08, 57/12, 90/12 - ZdZPVHVVR, 26/14, 32/15, 27/17 and 22/18) in Article 122 defines the areas of public services, including "agricultural extension service", which is further determined in the following articles:

- Article 123:
  - consultation relating to technological, economic and environmental aspects of agricultural activity;
  - consultation and assistance in drawing up development plans for agricultural holdings;
  - consultation in claiming payments under agricultural policy measures;
  - consultation and assistance in organisation and operation of breeders' organisations, producers' organisations and other forms of production association of agricultural producers;
  - consultation in the field of agriculture and agriculture-related regulations.



- Article 127a determines the tasks of the public beekeeping advisory service:
  - consultation in the field of technology, economics and food safety;
  - consultation in drawing up beekeeping development plans;
  - consultation in claiming payments under common agricultural policy measures in the field of beekeeping;
  - consultation in the organisation and operation of producer organisations referred to in Article 107 of this Act or producer groups referred to in Article 107a of this Act;
  - consultation in drawing up regulations in the field of beekeeping;
  - participation in drawing up development programmes in the field of beekeeping;
  - awareness raising among the youth and the general public on the importance of beekeeping;
  - other consultation tasks in beekeeping.

Forest Act (ZG) (Official Gazette of the Republic of Slovenia [Uradni list RS], nos. 30/93, 56/99 – ZON, 67/02, 110/02 – ZGO-1, 115/06 – ORZG40, 110/07, 106/10, 63/13, 101/13 – ZdavNepr, 17/14, 22/14 – Constitutional Court Decision, 24/15, 9/16 – ZGGLRS in 77/16) in Article 50 determines the activities of public forestry service, including expert consultation and training of forest owners.

### MK:

The Cultural Heritage Protection Act (Official Gazette of the Republic of Slovenia [Uradni list RS], Nos. 16/08, 123/08, 8/11, 90/11, 111/13, 2/16 and 21/18 – ZNOrg):

- in Article 81 determines the public protection service. The first paragraph defines the public service activity, which includes the identification, documentation, evaluation, interpretation and research of heritage, the conservation of heritage and the prevention of its adverse effects, the management of heritage, the provision of access to heritage or information about it, its presentation to the public and the development of public awareness of heritage, unless otherwise provided by law;
- Article 83 defines the Institute for the Protection of Cultural Heritage and its tasks (Article 84) within the framework of the public service for the protection of immovable heritage, including:

- ensuring the upgrading and coordination of training needs of staff in the field of the protection of immovable heritage;
- implementing heritage awareness programmes, internships and traineeships for educational programmes at different levels in their field;
- Section 3 defines the public service of museums;
- Article 91 defines the tasks which the State Museum performs as a public service of the State: the implementation of heritage awareness programmes, internship programmes, advanced training and internships for educational programmes at various levels in its field.

The Librarianship Act (ZKnj-1) (Official Gazette of the Republic of Slovenia [Uradni list RS], Nos. 87/01, 96/02 - ZUJK and 92/15) defines the public library service and the conditions for its implementation. Article

- 2 defines the information literacy of the population;
- 16 determines that general libraries, as part of their public service, participate in LLL and organise specific activities for children, young people and adults to promote a culture of reading.

### MZ:

The Health Services Act (Official Gazette of the Republic of Slovenia [Uradni list RS], No. 23/05 - official consolidated text), 15/08 - ZPacP, 23/08, 58/08 - ZZdrS-E, 77/08 - ZDZdr, 40/12 - ZUJF, 14/13, 88/16 - ZdZPZD, 64/17, 1/19 - Constitutional Court Decision, 73/19, 82/20, 152/20 - ZZUOOP and 203/20 - ZIUPOPdVE):

Article 7 defines:

- preventive health care for at-risk groups and other populations, in line with the preventive health care agenda and international conventions;
- health education and counselling to maintain and promote health.

Primary health care workers in each area are also responsible for liaising and cooperating with other health care services and with social, educational and other institutions, enterprises, organisations and individuals to design and implement programmes for the promotion, maintenance and restoration of health.

## MZI:

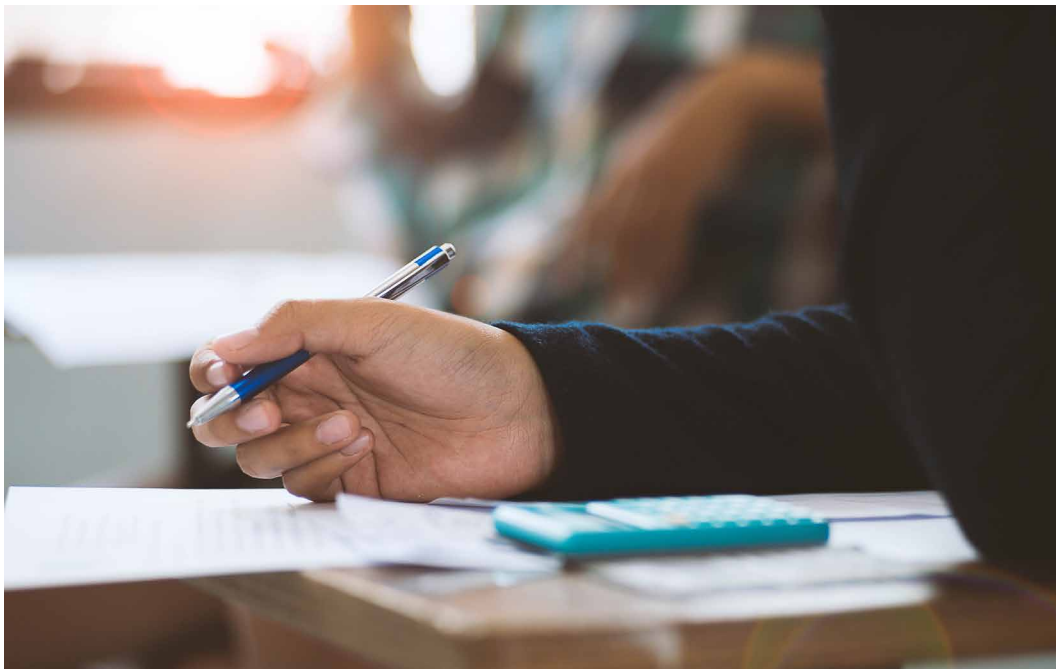
Drivers Act (Official Gazette of the Republic of Slovenia [Uradni list RS] No. 85/16, 67/17, 21/18 - ZNOrg, 43/19 and 139/20).

In accordance with Article 9, the Public Agency for Traffic Safety (hereinafter referred to as: AVP) shall also carry out the following tasks that are in the public interest:

- the implementation of educational programmes in the field of drivers and vehicles;
- organising training for providers of training programmes and developing and implementing various forms of additional training for road users.

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## 6. Framework scope of public funds



The objectives of the ReAEMP22-30 will be pursued at least by the ministries listed in Table 15, from the national budget and EU financial mechanisms supporting the preparation of systemic and other EU measures for Member States in the field of development and regulation of education policies. Thus, in addition to the EU's long-term budget for 2021- 2027 (which also includes the European Cohesion Policy 2021-2027) and the Erasmus+

programme, the EU's Next Generation Recovery Facility (NGRF) has been set up by the EC to stimulate investment in a green, digital and resilient Europe. Within this instrument, the following mechanisms are the most relevant for the education sector, implementing the different programme orientations:

- Recovery and Resilience Facility RRF,
- Recovery Assistance for Cohesion and Areas of Europe REACT-EU, and
- Just Transition Mechanism.

Table 15: Framework scope of public funds

	Ministry	Funds 2021 (EUR)*	Funds 2022 (EUR)**
1.	MESS	31.423.667,62	21.622.676,14
2.	MDDSZ	28.525.512,10	22.712.382,58
3.	MKGP	13.063.814,16	13.399.551,90
4.	MESP	174.226,00	365.624,82
5.	MZ***	10.428.008,00	10.428.008,00
6.	MK	2.328.021,68	2.437.308,11
7.	MNZ	273.018,58	
8.	SDT	619.400,00	688.000,01
9.	MZI	258.000,00	200.000,00
10.	UOIM****	476.981,42	1.000.000,00
	<b>Total</b>	<b>87.570.649,56</b>	<b>72.853.551,56</b>

\* APAE 2021, Government Decision No. 60300-2/2021/3 as of 24 March 2021.

\*\* Framework scope of funds for 2022

\*\*\* From the funds of the Health Insurance Institute of the Republic of Slovenia, approximately EUR 10,278,008.00 per year.

\*\*\*\* On the basis of the Act on Amendments and Additions to the Act on Aliens, certain tasks were transferred from the Ministry of the Interior to the Government Office for the Support and Integration of Migrants (OSIM).

As the 2014-2020 Operational Programme for the implementation of the Cohesion Policy is coming to an end, the proposed APAE 2022 has fewer resources than in 2021. Due to the start of the implementation of the measures under the new Operational Programme of the European Cohesion Policy (2021-2027) and other European mechanisms, as well as

the implementation of the public service under (ZIO-1), in accordance with the amendments to the budget for 2022, the appropriations for 2022 will be higher.

For the period 2023-2030, the State will provide the funds for the implementation of the ReAEMP22-30 in accordance with the adopted budgets.

In accordance with Article 29 of the Implementation of the Republic of Slovenia Budget for 2021 and 2022 Act (ZIPRS 2122) (Official Gazette of the Republic of Slovenia [Uradni list RS] Nos. 174/20, 15/21 - ZDUOP and 74/21), spending appropriations for the implementation of the ReAEMP22-30 will be provided in the amount determined by the budget, irrespective of the amount foreseen by this national programme, law or other regulation. As regards the financial implications of future years, the Fiscal Rule Act (Official Gazette of the Republic of Slovenia [Uradni list RS] Nos. 55/15 and 177/20 - corrected) and the current Ordinance on the framework for the preparation of the general government budget, which sets the ceiling for government expenditure, should be taken into account.

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## 7. Monitoring the implementation of ReAEMP22-30

The ReAEMP22-30 was prepared by MESS on the basis of expert input from the SIAE in cooperation with other relevant ministries. Key stakeholders at national, regional and local level were involved in the discussions: the National Education Institute of the Republic of Slovenia, ZRSZ, Centre of the Republic of Slovenia for Vocational Education (hereinafter referred to as: CPI), the Chamber of Commerce and Industry of Slovenia (hereinafter referred to as: GZS) Chamber of Craft and Small Business of Slovenia (hereinafter referred to as: OZS), trade unions, business and various professional associations, NGOs, local self-government authorities, associations of adult education providers, NGOs and other relevant actors in the field.

The implementation of the objectives of the ReAEMP22-30 is the responsibility of the relevant ministries, which implement the actions identified each year in the APAE, through calls for tenders, calls for proposals, projects or other programme content on the basis of laws.

In accordance with the APAE, the implementation of the objectives is also the responsibility of the providers who develop and implement

programmes and activities supporting adult learning. These are adult education organisations, organisations providing health education and other preventive measures, organisations providing education in the field of agricultural activities, cultural organisations and research and development organisations, public funds, public agencies, chambers, associations and NGOs and others in accordance with the APAE. Partnership and cooperation between all key stakeholders and social partners at all levels are key to the implementation.

For the implementation of the ReAEMP22–30, the Government will appoint a Programme Task Force,<sup>67</sup> composed of ministries, to coordinate the actions, activities and programmes in the APAE and to monitor its implementation. The Programme Working Group may also invite representatives of the Economic and Social Council and other stakeholders to participate.

The APAE is adopted by the local self-governing authorities to establish the conditions for adult learning and other opportunities for the realisation of LLL and the quality of life of the population in local areas. It defines the objectives and indicators, measures, resources and monitoring of implementation in line with the national adult learning agenda.<sup>68</sup>

## Process for the preparation of the APAE and monitoring of the implementation of the ReAEMP22–30:

### a. Preparation of the APAE:

The draft APAE is prepared by the relevant ministries in accordance with the adopted budget, by 31 October of the current year for the following year.

The draft APAE will be coordinated between the relevant ministries in a Programme Working Group. In their deliberations, they shall take into account the report on the implementation of the APAE for the previous year.

### b. Report on the implementation of the APAE:

The report on the implementation of the APAE is prepared by the relevant ministries and sent to the MESS by 30 April for the previous year.

A joint report on the implementation of the APAE for the previous year shall be prepared by the SIAE, by 31 May of the current year.

The report on the implementation of the APAE shall be examined and an opinion shall be given by the SSIO, preceded by the Programme Working Group.

### c. AEMP Implementation Report 2022-2030:

An interim report with an analysis for the period 2022-2025 shall be prepared by the SIAE, expectedly by 31 August 2026. The SSIO shall consider this report and give an opinion. The report shall be shared with the Government for submission to the National Assembly. The report and the opinion of the SSIO shall be shared with the Programme Working Group and the Economic and Social Council and shall propose the necessary changes to improve the achievement of the objectives of the ReAEMP22-30.

An updated interim report with analysis for the period 2022-2028 will be prepared by the SIAE, expected by 31 March 2029, which will be the basis for the AEMP planning for the next period. The updated Interim Report shall be shared with the SSIO, the Programme Working Group and the Economic and Social Council.

A report analysing the implementation of the ReAEMP22-30 for the whole implementation period will be prepared by the SIAE, expectedly by 31 August 2031. The SSIO shall consider this report and give an opinion. The report shall be shared with the Government for submission to the National Assembly. The report is shared with the Programme Working Group and may also be shared with the Economic and Social Council.

Quantitative and qualitative results for monitoring the implementation of the ReAEMP22-30 are defined by the ministries or policies involved. Monitoring of the implementation of the ReAEMP22-30 is carried out on an annual basis in line with other national indicators, based on the developed methodology and tools for monitoring the implementation of the ReAEMP22-30.

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# IV.

## Conclusion

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The objectives of the ReAEMP22-30 will be achieved through the coordinated action of the relevant ministries/policies responsible for adult education, which have been allocated national funds for this purpose, complemented by funds from the European Cohesion Policy and other European and international schemes.

During the period of validity of the ReAEMP22-30, the world, and Slovenia with it, will be faced with enormous challenges, some of which have not been dealt with in the last few decades (the COVID-19 pandemic), and some of which we have been aware of for a long time, but which will only be exacerbated, not least by the fact that we have not been brave enough to deal with them so far. These are activities to counteract the consequences of unsustainable development and the associated climate change, and there are also the opportunities, but also the pitfalls, of technological development, especially digitisation. Without the consideration of current economic development practices and a shift towards a circular, green and sustainable economy in all respects, we will face unprecedented consequences.

We will be able to meet all these challenges, above all, by adopting a different attitude towards LLL. Only awareness and a higher level of knowledge and basic skills can ensure that these challenges will be tackled actively. At the same time, a higher level of knowledge and awareness can stop the widening of differences between people and promote a move towards a fairer society and relations within it.





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- 3 Operational Programme for the Implementation of the Cohesion Policy in the period 2014-2020 Government of the Republic of Slovenia: [https://www.eu-skladi.si/sl/dokumenti/kljucni-dokumenti/op\\_slo\\_web.pdf](https://www.eu-skladi.si/sl/dokumenti/kljucni-dokumenti/op_slo_web.pdf)
- 4 4 Slovenian Smart Specialisation Strategy; <https://www.gov.si/assets/vladne-sluzbe/SVRK/S4-Slovenska-strategija-pametne-specializacije/Slovenska-strategija-pametne-specializacije.pdf>
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- 6 National Literacy Strategy for the 2019-2030 Period, Government, 19 December 2019, <https://www.gov.si/novice/2020-01-15-nacionalna-strategija-za-razvoj-bralne-pismenosti-za-obdobje-2019-2030/>
- 7 PIAAC - programme for the international assessment of adult competencies: <http://piaac.acs.si/en/survey/>
- 8 Skills Strategy Implementation Guidance for Slovenia: Improving the Governance of Adult Learning (OECD, 2018) [https://www.gov.si/assets/Ministrstva/MIZS/Dokumenti/Novice/ca91e42a0f/OECD\\_Skills\\_Strategy\\_2018\\_Povzetek.pdf](https://www.gov.si/assets/Ministrstva/MIZS/Dokumenti/Novice/ca91e42a0f/OECD_Skills_Strategy_2018_Povzetek.pdf)
- 9 PIAAC classifies levels of literacy and maths skills into five levels.
- 10 Problem-solving levels in technology-rich environments are classified at three levels according to the PIAAC survey.
- 11 Strategy for a Long-Lived Society ,2017, UMAR: [https://www.umar.gov.si/fileadmin/user\\_upload/publikacije/kratke\\_analize/Strategija\\_dolgozive\\_druzbe/Strategija\\_dolgozive\\_druzbe.pdf](https://www.umar.gov.si/fileadmin/user_upload/publikacije/kratke_analize/Strategija_dolgozive_druzbe/Strategija_dolgozive_druzbe.pdf).
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- 29 PIAAC Adult Skills Survey in Slovenia 2016 - key highlights: <https://www.oecd.org/skills/piaac/Skills-Matter-Slovenia-Slovenian-Version.pdf>
- 30 ISCED: International Standard Classification of Education.  
ISCED 0-2: Early to Lower Vocational Education.  
ISCED 3-4: Upper Secondary Education Post-secondary non-Tertiary Education  
ISCED 5-8: Short-cycle tertiary education, Bachelor's degree or equivalent tertiary education level, Master's degree or equivalent tertiary education level, Doctoral degree or equivalent tertiary education level
- 31 The SIAE database for monitoring the implementation of the ReAEMP includes only programmes co-financed by the Ministry of Education and Science and not adult education programmes co-financed by other ministries.
- 32 Slovenia participated in the second survey round.
- 33 OECD Skills Studies Skills Matter Additional results from the Survey on Adult Skills 2019: [file:///D:/ESTERA/PIAAC%20SKUPNA%20MAPA/OBJAVE%20PIAAC%202018/Skills\\_Matter\\_Additional\\_Results\\_from\\_the\\_Survey\\_of\\_Adult\\_Skills\\_ENG.pdf](file:///D:/ESTERA/PIAAC%20SKUPNA%20MAPA/OBJAVE%20PIAAC%202018/Skills_Matter_Additional_Results_from_the_Survey_of_Adult_Skills_ENG.pdf)
- 34 [http://www.efad.org/media/1263/eurydice-report\\_adult-education-and-training-i-europe\\_2015.pdf](http://www.efad.org/media/1263/eurydice-report_adult-education-and-training-i-europe_2015.pdf)
- 35 Education and Training Monitor 2014: <https://op.europa.eu/sl/publication-detail/-/publication/48160599-0428-4c53-86f9-4e91ab2940c5/language-en>

- <sup>36</sup> Results for Slovenia have been published in the Adult Skills Survey Themed studies, 2018 and monograph Adult Skills, 2018.
- <sup>37</sup> Below level 1: the text does not have any of the characteristics inherent in digital texts. Level 1: information requested is the same or similar to the information in the question, has mastery of basic vocabulary, little or no distracting information present; Level 2: looks for correspondence between text and information, some conflicting information present, navigates within digital text; Level 3: texts are condensed and longer, identifies, interprets or evaluates one or more pieces of information, often makes inferences, extracts meaning and ignores irrelevant information, often conflicting information present; 4/5. Level 5: Connects, interprets or synthesises information from longer texts, makes complex inferences and applies general knowledge, conditional information is frequent, distracting information is seemingly the same as real information. Connects multiple, concise texts, synthesises similar or conflicting information, assesses the reliability of sources, identifies subtle rhetorical clues, draws inferences from general expertise.
- <sup>38</sup> Due to the low proportion of adults in Slovenia who have reached the highest levels of literacy skills, levels 4 and 5 are shown together in the table.
- <sup>39</sup> Activities in adult education provide support to participants, providers, practitioners in development and research and policy makers; they complement the programme offer and are positioned as priority areas.
- <sup>40</sup> The term “core competences” covers the eight core competences of the EQF: 1. communication in mother tongue, 2. communication in foreign languages, 3. numeracy competence and basic competences in science and technology, 4. digital literacy, 5. learning to learn, 6. social and civic competences, 7. self-initiative and entrepreneurship, 8. cultural awareness and expression.
- <sup>41</sup> The rationale for including people aged 65 and over in the specific target group: people in later life with their specific problems are 1. older workers, 2. pre-retirees in need of training to remain in the workplace or to prepare for 3. active ageing after retirement and the multiple social roles they are expected to play in order to connect them with other generations, and 4. older people who are dependent on the help of others. All these groups are also easily affected by the characteristics of other marginalised groups with low levels of literacy and digital skills etc., leading to the exclusion and wasted human and social capital of older people. The elderly are a large social group, with a projected proportion of up to 40% of the population by 2030, which is and will continue to be a growing social challenge in many areas, including education as a basis for social inclusion of the elderly.
- <sup>42</sup> For example, adults from less developed regions and rural populations, Roma, minorities, immigrants, homeless people, people with disabilities, adults with special needs and people in prison.
- <sup>43</sup> COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE EUROPEAN COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS  
Action Plan for the European Pillar of Social Rights <https://eur-lex.europa.eu/legal-content/SL/TXT/DOC/?uri=CELEX:52021DC0102&from=SL>
- <sup>44</sup> At the EU level, the Standing Group on Indicators and Benchmarks some time ago considered merging the first two indicators (from the two surveys on adult learning and on the labour force) measuring participation in LLL, with a tendency to measure participation in the last 12 months prior to the survey. The merger of the

two methodologies was not implemented, but the methodology of the Active and Inactive Population Survey - AIP (before: Labour Force Survey - in the original this title remains, but in Slovene it has been changed in order to understand the content from LFS to AIP) has been given an additional methodological framework of measuring 12 months of participation in LLL before the survey, with measurement every two years. By also adding the measurement methodology in the 12-month cycle, we are adding the time code of the measurement (LFS4t; LFS12m) to the Slovenian abbreviation LFS in addition to the four-week cycle in 2022 for easier identification. Here, the Adult Education Survey (AES) covers data slightly more broadly and every six years. Thus, at the EU level, both surveys/research still exist, so it makes sense to define all three targets in the ReAEMP 2022-2030 for comparability.

- <sup>45</sup> The 2030 SRS sets the same target for this indicator. According to LFS, every year the participation of interviewed persons in any form of LLL in the previous four weeks prior to the survey is measured (the results are published by EUROSTAT).
- <sup>46</sup> last survey to date.
- <sup>47</sup> Every six years, it measures the participation of respondents in LLL in the two to 15 months before the recording (results published by EUROSTAT). Every six years for the next period, the AES will measure the participation of respondents in LLL or their participation in the 12 months prior to the recording (results published by EUROSTAT). The next survey on adult education is planned for 2022 and the one after that for 2028. Two surveys will thus be carried out by 2030. The results of the last one before 2030 will be used to verify the achievement of the target.
- <sup>48</sup> The definition is written to the explanations of the conversion in the European Commission document ("Note for EMCO and SPC", 22 June 2021), which has been received by the Member States.
- <sup>49</sup> The concept of literacy is constantly changing as society evolves. Literacy in its narrow sense is equated with the ability to communicate, which includes reading, listening, speaking and writing. In a broader sense, literacy is a capacity and a social practice that develops throughout life in different contexts and domains and permeates all human activities. Today, literacy is increasingly understood as a tool for research, understanding, creation and communication in a modern world that is rich in texts and information in print or on screen, increasingly digitalised and constantly changing.
- <sup>50</sup> According to the PIAAC 2016 results, these adults are only able to read short and simple texts and successfully perform only simple numeracy operations (Javrh, 2016).
- <sup>51</sup> The concept of general educational attainment can be summarised in the statement: "An educated person must be able to think and write clearly and effectively; an educated person must attain in-depth knowledge in certain areas and develop the ability to reason and analyse logically; they must be able to critically assess the ways in which we acquire and use knowledge /.../ in particular, they must be instructed in aesthetic and intellectual experiences in relation to literature and the arts, history, /... / social sciences, /.../ physical and biological sciences; they must show a certain degree of understanding of moral and ethical problems; they must be familiar with other cultures, and what distinguishes the educated person from the uneducated person is precisely the extent to which they are able to see their own life experiences in a wider context. " (Kodelja, 2004, pp. 38-39).
- <sup>52</sup> So called life skills ('Life skills for Europe': [https://eaea.org/wp-content/uploads/2018/01/LSE-leaflet\\_Slovenian.pdf](https://eaea.org/wp-content/uploads/2018/01/LSE-leaflet_Slovenian.pdf)): financial, reading, health, media literacy, skills for democratic participation in social processes, intercultural dialogue and

coexistence of different cultures, etc.). It is necessary to develop life skills or basic skills that reflect the ongoing needs of the adult and have long-term effects on participation in LLL. These skills enhance the individual's autonomy, understanding of work and life circumstances and appropriate behaviour, etc.

- <sup>53</sup> European target value by 2025, determined in the Skills Agenda 2020: <https://ec.europa.eu/social/main.jsp?catId=1223&langId=en>
- <sup>54</sup> *ibid* 48.
- <sup>55</sup> Measures in higher professional education are carried out in accordance with the Higher Professional Education Strategy in the Republic of Slovenia for the 2020-2030 period: <https://www.gov.si/assets/ministrstva/MIZS/Dokumenti/Visje-strokovno-izobrazevanje/Strategija-visjega-strokovnega-izobrazevanje-RS-2020-2030/Strategija-visjega-strokovnega-izobrazevanja-v-Republiki-Sloveniji-za-obdobje-20202030.pdf>
- <sup>56</sup> [https://www.ess.gov.si/\\_files/11238/Analiza\\_Napovednik\\_zaposlovanja\\_2018\\_I.pdf](https://www.ess.gov.si/_files/11238/Analiza_Napovednik_zaposlovanja_2018_I.pdf)
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- <sup>58</sup> Development Report - UMAR (2019)
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- <sup>60</sup> Slovenian Qualifications Framework Act, Article 4, Official Gazette of the Republic of Slovenia [Uradni list RS], No. 104/15.
- <sup>61</sup> Vocational Education Act (2006, amendments in 2017 and 2019) and Higher Vocational Education Act (2004, amendment in 2003).
- <sup>62</sup> ZOFVI defines education and training professionals as those who provide educational programmes in primary and secondary education leading to qualifications, which may also include adults. Professionals in secondary vocational and technical education are further defined in the ZPSI-1, and professionals in higher vocational education are defined in the ZVSI.
- <sup>63</sup> ZIO-1 defines the following as professionals in publicly valid adult education programmes: teacher, adult education organiser and other professionals (Article 19); professionals in activities (Article 26): adult education counsellor, adult education organiser and other professionals;
- <sup>64</sup> ZIO-1 refers to staff working in non-formal adult education programmes as educators in non-formal adult education programmes (Article 23).
- <sup>65</sup> ZPSI-1 stipulates that the provider of vocational and professional education must ensure the quality of educational work in accordance with the principles of a comprehensive quality management system, which also takes into account the Common European Framework for Quality Assurance in Vocational and Professional Education (Article 16).
- <sup>66</sup> ZIO-1 stipulates that public organisations providing adult education programmes and publicly funded activities must have an internal quality system in place for ongoing monitoring and self-evaluation (Article 68).
- <sup>67</sup> In accordance with OECD Recommendations to improve governance in adult education.
2. Strengthened inter-ministerial supervision and accountability in adult education to improve policy coherence and partnerships between ministries and stakeholders.
  4. Strengthening inter-ministerial coordination in the field of adult learning by improving the awareness and skills of civil servants and the recognition and resourcing of coordination.

5. Strengthening cooperation between government, ministries and municipalities to coordinate national and local efforts, and between local stakeholders to improve the use of resources, knowledge and skills in each region.

6. Strengthening cooperation of the Government/ministries with the stakeholders in adult education to improve the fulfilment of the needs of adults in education and employers« (<https://www.oecd.org/skills/nationalskillsstrategies/Skills-Strategy-Implementation-Guidance-for-Slovenia-Executive-Summary-Slovenian.pdf>)

<sup>68</sup> The annual adult education programme in self-governing local communities is defined in Article 51 of ZIO-1.

<sup>69</sup> Sustainable Development Agenda by 2030, UN, <https://www.gov.si/zbirke/projekti-in-programi/uresnicevanje-agende-2030/>

<sup>70</sup> Decisions of the Council of the European Union, 10 December 2019, European Council, <https://www.consilium.europa.eu/sl/press/press-releases/2019/12/10/sustainable-europe-by-2030-council-adopts-conclusions/>

<sup>71</sup> Summarised from the aforementioned document.

<sup>72</sup> Commission Recommendation (EU) 2021/42 on an effective active support to employment following the COVID-19 crisis. C/2021/1372. OJ L 80, 8. 3. 2021 (EUR-Lex - 32021H0402 - EN - EUR-Lex (europa.eu)).

<sup>73</sup> Last survey to date.

## Resolution on the Adult Education Master Plan in the Republic of Slovenia for the 2022–2030 period (ReAEMP22–30)

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